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# INVESTIGATION OF CONCENTRATION OF ECONOMIC POWER

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## TEMPORARY NATIONAL ECONOMIC COMMITTEE

A STUDY MADE FOR THE TEMPORARY NATIONAL  
ECONOMIC COMMITTEE, SEVENTY-SIXTH CONGRESS,  
THIRD SESSION, PURSUANT TO PUBLIC RESOLUTION  
NO. 113 (SEVENTY-FIFTH CONGRESS), AUTHORIZING  
AND DIRECTING A SELECT COMMITTEE TO MAKE A  
FULL AND COMPLETE STUDY AND INVESTIGATION  
WITH RESPECT TO THE CONCENTRATION OF ECONOMIC  
POWER IN, AND FINANCIAL CONTROL OVER,  
PRODUCTION AND DISTRIBUTION  
OF GOODS AND SERVICES

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### MONOGRAPH No. 19

## GOVERNMENT PURCHASING—AN ECONOMIC COMMENTARY

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Printed for the use of the  
Temporary National Economic Committee



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MONOGRAPH No. 19

## GOVERNMENT PURCHASING—AN ECONOMIC COMMENTARY

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## ACKNOWLEDGMENT

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The Temporary National Economic Committee is greatly indebted to these authors for this contribution to the literature of the subject under review.

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(Signed) JOSEPH C. O'MAHONEY,  
*Chairman, Temporary National Economic Committee.*



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## LETTERS OF TRANSMITTAL

HON. JOSEPH C. O'MAHONEY,  
*Chairman, Temporary National Economic Committee,*  
*Washington, D. C.*

MY DEAR SENATOR: I have the honor to transmit herewith a study on Government purchasing, one of unusual interest not only in that it breaks almost entirely new ground but because it reflects to some extent in its inception and conception the genius of the late Herman Oliphant, general counsel and initial representative of the Treasury Department on the Temporary National Economic Committee. With a passionate belief in the importance of preserving the competitive system of free enterprise he was struck by the fact noted in President Roosevelt's message that "even the Government itself is unable in a large range of materials, to obtain competitive bids. It is repeatedly confronted with bids identical to the last cent."<sup>1</sup> He wanted not only more mileage for the tax dollar but an intelligent use made of the leverage of Government purchasing to support free competitive enterprise.

This raises interesting and disturbing problems. One must, first of all, have complete and current information, commodity by commodity, on the amounts bought by Federal, State, and local governments, including prices and terms of sale. In what markets is government an important factor? Is the Government a good bargainer? How can freedom be won from the restraints imposed by monopolies on the efficiency of Government purchasing? The President suggested in his message requesting the creation of the Temporary National Economic Committee that, in certain instances, "the Government might well be authorized to withhold Government purchases from companies guilty of unfair or monopolistic practices."<sup>2</sup> If so, during what period of time? Within what range of prices? In view of the size of the order and certainty of payment what price is a fair price for materials sold to, or contracts performed by, the Government? What use can be made of cost studies? Of cumulated and centralized purchasing? Of flexibility, alternative specifications? Faced with identical and high bids, is the Government helpless? Under what conditions might actual or potential Government manufacturing or producing, say, its own requirements of steel for armament and ships, serve to restore and preserve free competitive enterprise? How and in what manner does and may unintelligent Government purchasing bring about excessive costs and inflation in time of national emergency? These are a few of the questions toward the answering of which a measure of contribution is made in this study.

Securing the services of Dr. Morris A. Copeland to "carry on" was highly fortunate. Dr. Copeland brought to this study not only

<sup>1</sup> S. Doc. No. 173, 75th Cong., 3d sess., April 20, 1938, "Strengthening and Enforcement of Antitrust Laws," p. 4.

<sup>2</sup> *Ibid.*, p. 8.

academic distinction and perspective but a practical knowledge gained from the extensive interdepartmental experience represented in the Central Statistical Board. To him and to the numerous officials in government who eagerly shared their counsel and information an especial debt of gratitude is hereby acknowledged. Especial thanks are likewise due to Mr. Joseph J. O'Connell, Jr., without whose persistence, tact, administrative skill, and guidance, a task requiring such extensive interdepartmental clearance and consultation as did this study could never have been performed.

Respectfully submitted.

THEODORE J. KREPS,  
*Economic Adviser.*

SEPTEMBER 13, 1940.

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EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
Washington, D. C., August 28, 1940.

MR. DEWEY ANDERSON,  
*Executive Secretary, Temporary National Economic Committee,  
Washington, D. C.*

DEAR MR. ANDERSON: I am transmitting a report requested on November 20, 1939, by Mr. James R. Brackett, then executive secretary of the Temporary National Economic Committee, in a letter to the Director of the Budget. The preparation of this report, entitled "Government Purchasing—An Economic Commentary," was undertaken with funds provided by the Committee. The report was outlined and written by three members of our staff, Messrs. Morris A. Copeland, Dana M. Barbour, and Clem C. Linnenberg, Jr., who have full responsibility for the opinions and recommendations advanced. The work was under the detailed direction of Mr. Copeland.

Sincerely yours,

STUART A. RICE,  
*Assistant Director, in Charge of the  
Division of Statistical Standards.*

## PREFACE

This study was undertaken at the instance of the Treasury Department. Of the Temporary National Economic Committee agenda adopted on July 7, 1938, one part assigned to that Department was "Government purchases in relation to the general problem." A compilation of statistical information on Federal procurement in a recent 12-month period was made in partial fulfillment of this assignment, by the Procurement Division Group of the Treasury Department subcommittee of the Temporary National Economic Committee.<sup>1</sup> The Report of the Procurement Division Group, embodying this information, was transmitted to the committee on August 1, 1939.

On November 20, 1939, the executive secretary of the committee wrote to the Director of the Bureau of the Budget, in part as follows:

\* \* \* there was made for the T. N. E. C. by the Treasury Department a factual survey, now available, which omitted an analytical discussion of the economics of Government purchasing together with suggestions of improvements whereby the purchasing policies and procedures of Federal, State, and local government might be better integrated with national policy.

The letter requested that the requisite services for such an analytical study be furnished by the Central Statistical Board (since succeeded by the Division of Statistical Standards of the Bureau of the Budget). The Board for several years had been interested in the problem of more orderly governmental buying, in the current reporting of purchases data which would be necessary as a guide to more orderly buying, and in other aspects of procurement policy and procedure.

On December 5, 1939, the Director of the Bureau of the Budget replied to the committee, agreeing to the proposal, but mentioning that, in the time available, only a brief treatment would be possible. It was agreed that funds would be allotted to the study by the T. N. E. C. from allocations already made to the Treasury Department.

Principal initiative for organizing and directing the preparation of the report, including detailed supervision until June 15, 1940, was taken by Mr. Morris A. Copeland. More immediate responsibility was divided between Mr. Clem C. Linnenberg, Jr., and Mr. Dana M. Barbour, the other two authors, as follows:

Preface.....	Linnenberg
Introduction.....	Linnenberg
Chapter I.....	Barbour
Chapter II.....	Barbour
Chapter III.....	Linnenberg
Chapter IV, section 1.....	Linnenberg
Chapter IV, sections 2 and 3.....	Barbour
Chapter V.....	Barbour
Chapter VI.....	Barbour
Chapter VII.....	Linnenberg
Chapter VIII.....	Linnenberg
Chapter IX.....	Barbour

<sup>1</sup> Report of the Procurement Division Group, Treasury Department Subcommittee, Temporary National Economic Committee: Study of Government Purchasing Activities; Part I, Magnitude and Characteristics of Government Purchasing; Part II, Survey of Practice of Identical Bidding for Government Purchase Contracts. Hereafter cited as Report of the Procurement Division Group



The three authors together have full responsibility for all opinions and recommendations set forth.<sup>2</sup> The appendix material, other than the information in Appendix VI, is taken from the text and appendixes of the Report of the Procurement Division Group, with no change except in certain titles and explanatory notes. The bibliography, on the other hand, emerged from the work done by the present authors.

During the course of the undertaking, Mr. Joseph J. O'Connell, Jr., the Treasury Department representative on the Temporary National Economic Committee, supplied frequent and very constructive criticism. Mr. Harry L. Smith, now Chief of the Planning Division of the Procurement Division, Treasury Department, supplied a large quantity of valuable information and a generous amount of his time as an unofficial but authentic consultant. Mr. A. G. Thomas, of the Bureau of Employment Security, Social Security Board, Federal Security Agency, furnished much instructive fact and useful criticism, based on his wide experience relating to governmental procurement. Among those who kindly supplied information for and criticism of chapter VIII were Mr. Robert B. Dawkins, of the Federal Trade Commission staff and—in the Antitrust Division of the Department of Justice—Mr. Walton S. Allen, Mr. Allan A. Dobey (Special Assistant to the Attorney General), and Mr. Guy R. Hill (Assistant Chief, Economic Section). In connection with aspects of the study which bear on municipal procurement Mr. Paul V. Betters, Executive Director of the United States Conference of Mayors, and Mr. Roy H. Owsley, of the American Municipal Association, were exceedingly helpful. The total number of persons who each rendered substantial service was too large for inclusion of a list of all of them; and even the Federal agencies and the non-Federal bodies by which they respectively are employed number about 20. Appreciation is here expressed for the varied and abundant aid which the authors received.

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<sup>2</sup> In June 1940, before any part of the manuscript had passed beyond the stage of a preliminary draft, Mr. Copeland was detailed to serve as an economic consultant in the Bureau of Research and Statistics of the Advisory Commission to the Council of National Defense. In consequence, the study was at that time temporarily suspended. When it was resumed, no aspects of the subject for which a preliminary draft was not yet available were given attention. Except as otherwise indicated, it has not been possible, in revising the manuscript, to take account of developments since March 31, 1940. Nor has it been possible for Mr. Copeland to participate in making any of the revisions since June 15, 1940. The preface and introduction are written as of August 7, 1940.



## INTRODUCTION

This study describes broadly the agencies and the procedures through which Federal purchasing is done. It analyzes two problems: (1) the promoting of orderliness in Federal procurement, as a contribution toward governmental economy and business stability, and (2) the attainment of prices and terms in Federal procurement which would not be unfavorable to the Government. The study also includes, though in briefer and more fragmentary form, a descriptive and analytical approach of a similar sort to State and local government purchasing. Recommendations are advanced on Federal procurement and on Federal relations to State and local government procurement.

The information which was available for a study of Government purchasing was very meager, and uneven in usefulness. An instance of the inadequacy of available information was the fact that only for the period December 1937 to June 1939 were figures on the dollar volume of all of its purchases reported by every or nearly every Federal agency to some one agency, and these data were then published only for the 12-month period December 1937 through November 1938. Likewise, on almost no aspects of governmental procurement were there, on hand, comprehensive compilations of nonstatistical information, such as a directory of Federal purchasing units and officers or a compilation of laws, Comptroller General's rulings, and court decisions on Federal purchasing. Much information which would be decidedly advantageous in a study of the sort here undertaken could have been brought together only through the use of many times the amount of personnel and time that was available. In the present study, the inadequacy of existing quantitative information on Federal procurement is analyzed.<sup>1</sup> The need is presented for periodic reporting to a single Federal agency, by all other Federal agencies, of quantitative information as to purchases and inventories.<sup>2</sup> Suggestions are made as to arrangements for such reporting.<sup>3</sup>

The study is exploratory, not definitive. Within the limitations imposed by the scarcity of available information and by other circumstances, an attempt has been made to indicate some promising lines of action and some worthwhile areas of further inquiry.

If the available personnel and facilities had been ampler, it would have been desirable to investigate a number of aspects of governmental purchasing which had to be passed over entirely, and to investigate much more fully some aspects which in this study have been merely touched upon or have been dealt with insufficiently. Among these are the following:

1. Adequacy of advertising by the Federal Government preparatory to buying. Not investigated here.
2. The organization and procedures by which each of a number of Federal departments and large independent establishments

<sup>1</sup> Ch. IX, sec. 4.

<sup>2</sup> Ch. IX, sec. 5.

<sup>3</sup> *Id.*

carries on its procurement function. Chapters I and IX, which deal almost entirely with purchasing by the Procurement Division (in the Treasury Department) and are written from the viewpoint of purchasing for the Federal Government as a whole, contain also some information along these lines. But a detailed and comprehensive survey is needed, covering specifications, inspection arrangements, and numerous other matters, in both the District of Columbia procurement and the field procurement of each such agency.

3. Actual or estimated data on total dollar volume of State and local government purchases (for a recent year or years). The serious inadequacy of the basis used in arriving at the estimates of this in chapter II is clearly realized. In general, in the preparation of this chapter the little information available was used, but no attempt was made to gather additional data.

4. Timing of Federal purchase orders. Chapter III presents information showing *prima facie* that Federal purchase orders are not well enough timed, from the standpoints of the Government's benefiting from advantageous price situations and of its promoting business stability. But timing should be studied also by investigation of each of a large sample of instances of what appear to be distinctly bad or good timing. Among other things, the budgetary, market, and other circumstances in which each order was issued should be considered in such an inquiry.

5. Comparisons between prices paid by Federal procurement units located in the District of Columbia and prices paid by Federal procurement units located in the field. Information for such comparisons is not on hand; the requisite data should be gotten for, and used in, such a comparative survey. One aspect of the survey should be a comparison of the size of orders in the District of Columbia and the size of orders in the field. This comparison could be used in connection with ascertainment of whether quantity buying is more common in the District of Columbia than in the field, or vice versa, and whether quantity buying is reflected in the prices paid.

6. Comparisons between prices paid by the Federal Government (both in procurement in the District of Columbia and in field purchasing) and prices paid by other buyers, particularly large industrial buyers. In chapter IV, section 3, there is some meager information comparing prices paid by the Federal Government with Bureau of Labor Statistics wholesale prices. But it is realized that this information is worth while only in the absence of better.

7. Experience of the Federal Government in receipt of identical and other actually or apparently collusive bids. It is believed by a number of Federal officers connected with procurement that there is collusive even though nonidentical bidding on a noteworthy volume of procurement. However, quantitative data are not available, and perhaps cannot be obtained, on bidding (on Federal contracts) that is nonidentical but is actually or apparently collusive. Important instances of nonidentical, collusive bidding have been found, by Federal agents, in connection with construction contracts for the expenditure of Federal funds, as is noted in chapter VIII, sections 1a and 1b. But the subject

of such bidding on contracts for materials and supplies should be investigated, whether or not quantitatively. The available quantitative information concerning Federal contracts on which there is identical bidding would have been decidedly enhanced in usefulness if the bid openings had been classified (in terms of commodities) by dollar volume. It would also have been substantially more useful if the classification of those contracts by number of bid openings had applied to all of them rather than to a sample of which there is no assurance that it is representative.

8. Price comparisons among governmental purchases under various types of contract. The information available on this was rather negligible. It would be desirable, for example, to compare the prices paid by the Federal Government under term contracts (indefinite-quantity contracts) with those paid by it under definite-quantity contracts, and to compare the prices paid by non-Federal governments under "wholesale price minus a stated percentage" contracts with those paid by such governments under other types of contract.

9. "Negotiated contracts" entered into by Federal procurement units. Especially in view of the fact that, under the defense program, there has been an increasing use of negotiated contracts, it would have been desirable to investigate much more extensively than was possible in this study the Federal experience with such contracts (as to whether prices, terms, and time of delivery are satisfactory; whether there is less or more administrative and legal complexity; what progress has been made under these contracts in breaking up collusion, etc.) and to investigate the possibility and desirability of more prevalent use of such contracts.

10. Inspection of Federal purchases. In this study no investigation was made of facilities and procedures for inspection of Federal purchases (as to whether the purchases conform to the specifications stipulated in contracts). There is reason to believe that, in many Federal procurement units and particularly in the field, inspection is not always adequate.

11. Suppliers' viewpoint on Government procurement. More inquiry as to this would be desirable. Some suppliers feel that there are needless difficulties in dealing with the Government. The allegation has been made that there are Federal specifications that include extra or unusual, but unnecessary, features, with the result that the product has to be specially manufactured, to the greater expense of the Government and the vexation of the suppliers. Because of the multiplicity of Federal purchasing agencies, the necessity of submitting bids in proper form, and the complexity of the contracts, it is stated in some quarters that dealing with the Government has become an esoteric art, mastered by only a few specialists. The legal complexity, actual or apparent, of terms presented in the advertisement may discourage small concerns from bidding. Inadequacy of information available to bidders other than the successful bidder for the preceding period may further restrict the number of competing bidders, particularly on indefinite-quantity contracts. Thus, it is claimed, the Government in many situations loses the advantage of wide competition. Also, it is said, a considerable number of manufacturers,



instead of dealing directly with the Government, are driven by complexity to work through middlemen, whose services result in an additional expense, which the Government bears in prices paid by it.

12. Procurement through middlemen. Such procurement, for each of a number of commodities, might be a fruitful subject of investigation. The comparative advantages of direct buying and buying through middlemen, and also the trend toward the one or the other, might be surveyed.

13. Cooperation between Federal agencies, in procurement in the field. Some instances<sup>4</sup> of this are considered in chapter IX. But a survey, covering a much larger number of instances and covering them in much more detail, should be made—with a view toward ascertaining the extent of the present use of such cooperation, acquiring more information as to advantages and disadvantages, and the fuller development of recommendations concerning such cooperation. There may well be possibilities of substantial economies through increased use of interagency cooperation in field purchasing.

14. Market information service. A possibility in which interest has been manifested but which it has been impossible to investigate, because of limitations of time, is the establishment of a market news service to make available both to Federal purchasing officers and to interested State and local governments information on prices, market conditions, and other matters relating to purchasing. At present it appears that the arrangements for making available to other Federal purchasing offices the experience and information of the Treasury Department Procurement Division leave much to be desired. There is, for example, no machinery for warning agencies of probable changes in price under forthcoming General Schedule of Supplies contracts; or for advising them of seasonal fluctuations in the prices of commodities subject to such price fluctuations. If the suggestions made in chapter IX for greater control by the Procurement Division over procurement planning are adopted, the supplying of such information to Federal procurement offices other than that Division will become of less importance than it now would be.

However, market information and especially quotations of prices paid by Federal agencies, might be of value to State and local authorities.<sup>4</sup> Such a service might also serve as a medium for making mutually available the results of the research and experience of the Federal Procurement Division in purchasing problems, and the experience of State and local purchasing officers. Other matters of general interest might be included; for example, wider publicity might be given to the services of the National Bureau of Standards to governmental purchasing agencies. These services now include: (a) assistance in the formulation of standards, specifications, and methods of tests for purchases; (b) publication of directories of standards and specifications; (c) preparation of lists of manufacturers who are willing to certify that the material supplied by them conforms to Federal specification or other appropriate standards;<sup>5</sup> (d) publication of

<sup>4</sup> If such a service were established, it probably should be on a subscription basis to State and local governments, but should be free to Federal purchasing offices.

<sup>5</sup> Howard T. Lewis states that there are about 14,000 firms on these lists. Lewis, *Industrial Purchasing: Principles and Practice* (Business Publications, Inc., Chicago, 1940), p. 159.

directories of commercial testing and college research laboratories which are prepared to test commodities purchased by States and cities; (e) making of some tests itself of commodities purchased by States and cities. Because of lack of funds, this last-mentioned service has not been very extensive.<sup>6</sup> If the work done by the Bureau for non-Federal governments were more widely known, perhaps the results of tests would come to be made more generally available. If a market news service is established, it should be preceded by a strengthening of the economic research staff of the Procurement Division. For example, there is at present very inadequate provision in that agency for study of price trends.

It would be desirable to investigate the extent to which the Market News Service of the Department of Agriculture is used by—and useful to—Federal and other governmental purchasing officers, and whether it needs to be made more generally available to such officers.

The Federal Procurement Division perhaps should furnish lists of suppliers (actual or potential) to other Federal purchasing offices and to purchasing offices of State and local governments, for use in distribution of copies of bid invitations or for use in connection with other types of procurement procedure, such as negotiation of contracts. Such lists, as a complement to the privately compiled Thomas' Register (which charges a fee for listing), might well be built up through interchange of information among the participating governmental purchasing offices, with the Procurement Division serving as clearing house for the information. An even more promising line of development, perhaps, would be such an interagency clearance scheme for information as to the responsibility and dependability of suppliers who have proved themselves to be outstanding for these qualities or for the lack of them.

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<sup>6</sup> Although fees are charged to cover the cost of making all tests for State and local governments, the law requires that this money be turned into the Treasury general fund, and it is not available to the Bureau of Standards.



## CHAPTER I

### SCOPE AND CHARACTERISTICS OF FEDERAL PURCHASING

In considering the problems of procurement policy outlined in the introduction, it will be useful first to consider some of the principal facts regarding Federal procurement activities. What is included in procurement? What are the principal types of purchases? What is the relative importance of the various Federal agencies as users of materials, supplies, and services, other than personal? To what extent are purchases made in the field; to what extent in the District of Columbia? What are the various forms and procedures under which a Federal agency may procure supplies and services other than personal? What general legal considerations affect the procurement problems with which we are concerned? By what process has the present organization of procurement activities developed? Answers to these questions are attempted in the following pages.

#### 1. MATERIALS, SUPPLIES, AND SERVICES, OTHER THAN PERSONAL, PURCHASED

As a purchaser, the Federal Government appears in the market both directly through purchase by a Federal department or agency, and indirectly through purchase of supplies by contractors for use in products or in construction projects which are to be undertaken for the Government. Important as this indirect purchasing is, it is not possible to consider it in this study, except in certain respects noted in chapter VIII. Similarly, purchases made for purposes of regulating prices, as in the case of purchasing and storing farm-product surplus, are not included, even though they are direct Federal purchases.<sup>1</sup> However, they are usually not made by the regular purchasing agencies of the Government and they are not purchases for the use of Government agencies. Nor does this study include purchases of real estate (which must be specifically authorized by statute), expenditures for printing and binding which are specifically appropriated for, or expenditures for travel. Contracts for building construction are likewise not included, though purchases of material for force-account construction are. With these exceptions, the study covers the purchasing of materials, supplies, and services other than personal, for the use of Federal departments and independent agencies.

The Federal Government purchases in the course of a year nearly a billion dollars' worth of these latter materials, supplies, and services other than personal. Such purchases embrace products from nearly every field of agriculture and industry. A recent study by the Procurement Division of the Treasury Department<sup>2</sup> found an aggregate

<sup>1</sup> But see ch. VII, sec. 2, and ch. IX, sec. 2, for a discussion of the possibilities of utilizing ordinary Government purchasing in stabilizing business conditions.

<sup>2</sup> Report of the Procurement Division Group, p. 3.



of approximately 910,000 different items which might be purchased, and this does not include special parts and products that are furnished in conformity with particular designs originated by the purchasing agencies. Of these something in excess of 155,000 items are listed in the Federal Standard Stock Catalog, which classifies all supplies regularly procured, stored, and issued by or for the various executive departments and establishments.

Comprehensive data on the volume of Government purchasing are not collected regularly by any agency. The Procurement Division of the Treasury Department keeps records of materials and supplies purchased by it, and manufacturers holding general supply contracts are required to report monthly to the Procurement Division the dollar value of their sales for each item under their contracts. However, these sources together account for only about one-third of the total Government purchases. The Division of Public Contracts of the Department of Labor also keeps records on Government purchases which come under the Walsh-Healey Act, but this act applies only to contracts of over \$10,000. Such purchases account for perhaps half the Government total and include an unknown proportion of the purchases by the Procurement Division and those made from the General Schedule of Supplies. The only reporting of Government purchases which is substantially complete was that made for the special study of the Procurement Division<sup>3</sup> covering purchase orders during the 12-month period from December 1937 through November 1938. This period should not be interpreted as representative for all types of purchases. Government purchases of certain classes of commodities remain fairly constant from year to year; others vary greatly. Thus, increasing appropriations for military preparedness and decreasing expenditures for relief will increase the percentage of the total spent for aircraft, guns, arms, and ammunition at the expense of such classes as building materials and textiles. However, it is interesting to see from the following table that 13 classes of commodities accounted for over 90 percent of the dollar volume of all Federal purchases during the 12-month period covered by the study.<sup>4</sup>

<sup>3</sup> *Ibid.*, p. 3. The data presented in this report cover purchases of all of the 10 executive departments and 35 of the independent establishments and Government corporations (including the District of Columbia government and the Panama Canal). The purchases of agencies not included in the study are estimated to represent less than 1 percent of the Government total. The data are broken down by the 74 broad classes of materials and supplies into which the 155,000 items of the Federal Standard Stock Catalog are divided and in addition, expenditures for electricity, gas and water, telephone, telegraph, drayage, and miscellaneous services were reported—the last class being a category which reporting agencies were apparently left to define for themselves. The published report also includes a class very small in amount, "exchange allowances," and an "unclassified" category. Certain purchases and services, such as real estate and travel are not included, nor are expenditures under construction contracts included. However, if the Government itself constructs a building or builds a destroyer on force account, the materials going into that building or destroyer during the 12-month period covered are included.

<sup>4</sup> The 13 classes shown separately in this table comprise 46 of the Federal Standard Stock Catalog classes. Related commodities classes have been combined. For purchases by departments and independent establishments in each of the 83 classes see appendix III of the present report. For a break-down by classes of commodities purchased from the General Schedule of Supplies and those purchased from the Procurement Division, see tables on pp. 760-762, Hearings before the subcommittee of the Committee on Appropriations, House of Representatives, Treasury Department appropriation bill for 1941.

TABLE I.—*Types of commodities and services purchased by the Federal Government, December 1937 through November 1938*

Class of commodity or service	Value (millions)	Percent
Construction materials (includes asphalt, brick, cement, glass, granite, gravel, lumber, iron and steel, roofing material, pipes, hardware, etc.)	\$177.0	19.4
Food and feed	133.2	14.6
Contractual services (drayage, electricity, gas, water, telephone, telegraph, and miscellaneous)	89.1	9.8
Machinery and equipment (including boilers; engines; pumps; tools; foundry apparatus; and railway, dock, and yard equipment)	73.0	8.0
Textiles and dry goods (includes clothing, knitted goods, bedding, buttons, curtains, cushions, floor coverings, notions, oilcloth, upholstery materials, yarn, twine and rope, etc.)	59.8	6.5
Motor vehicles (includes accessories and parts)	58.0	6.3
Arms and ammunition (includes instruments and accessories)	56.3	6.2
Aircraft (includes aeronautic apparatus, accessories, and parts)	55.8	6.1
Fuel (includes coal, gas, fuel oil, wood, and gasoline)	52.8	5.8
Electric and radio apparatus and supplies (includes accessories and parts, sound-signal apparatus, electric cable and wire, etc.)	49.5	5.4
Printed matter, stationery and office supplies (includes books, periodicals, maps, blank forms, paper bags, cartons, drafting-room and printers' supplies)	26.5	2.9
Furniture and office equipment	17.7	1.9
All other commodities	64.7	7.1
Total	\$913.4	100.0

## 2. DISTRIBUTION OF PURCHASING BY DEPARTMENTS AND INDEPENDENT ESTABLISHMENTS

When the purchases made during the 12-month period from December 1937 through November 1938 are classified by agencies, the most striking thing which appears is that approximately three-fourths of the Federal purchases is for three agencies—the War Department, the Navy Department, and the Works Progress Administration. Such a tabulation, based on data in the Procurement Division Group's study, appears below:

TABLE II.—*Value of purchases made by principal purchasing agencies and percentages of total purchases for each, December 1937 through November 1938*

Agency	Value (millions)	Percent
War Department	\$270.5	30
Navy Department	1215.1	24
Works Progress Administration <sup>2</sup>	196.4	21
Department of the Interior	55.7	6
Department of Agriculture	45.6	5
Treasury Department <sup>3</sup>	26.0	3
Veterans' Administration	20.8	2
Post Office Department	17.6	2
Tennessee Valley Authority	17.3	2
The Panama Canal	9.5	1
Department of Commerce	9.4	1
All others	29.5	3
Total	\$913.4	100

<sup>1</sup> Exclusive of contracts for construction of naval vessels: See footnote 3, p. 2.

<sup>2</sup> In the present study's references to agencies covered by the Report of the Procurement Division Group, the name of each such agency is given in the form in which it appeared in that report, despite any changes in agency names since the period covered by that report. The transfers of parts of agencies, the consolidations of agencies, and the agency abolitions which have occurred would render confusing any attempt at applying new agency names in connection with data of a period prior to the reorganization orders.

<sup>3</sup> Exclusive of purchases by the Procurement Division for an operating agency, which appear under the operating agency.

## 3. GEOGRAPHICAL PATTERN OF FEDERAL PURCHASES

Data on the subject of the geographical distribution of purchases are unsatisfactory for the Government as a whole. The data which are available indicate, however, that the greater part of the Federal Government's purchasing is done in the field rather than in Washington.

In June 1939, in connection with order No. 73 of the Procurement Division, each agency was requested to make a report for each of its purchasing units. This report called for, among other things, the number of contracts and purchase orders from July 1, 1938, through December 31, 1938. Owing to the fact that the military and naval services were excluded from this order, no data on their purchases were received, and figures for certain other agencies were not tabulated. For each of the 35 agencies included, the Procurement Division estimated purchases for the entire 1939 fiscal year on the basis of the data received for the 6-month period. These estimates have been supplemented for the following table by information from other sources on the purchases of the Works Progress Administration, the Tennessee Valley Authority, the Government Printing Office, and the District of Columbia. With these additions it is believed the following table covers all agencies having any considerable volume of purchases except the War and Navy Departments.

TABLE III.—*Estimated amount of purchases in the field by Federal civil agencies for the 1939 fiscal year*<sup>1</sup>

Agency	In field		Total value (millions)
	Value (millions)	Percent	
Federal Works Agency <sup>2</sup> .....	\$236.6	98	\$239.9
Department of the Interior.....	43.6	78	56.1
Department of Agriculture.....	25.9	76	34.1
Tennessee Valley Authority <sup>3</sup> .....	17.3	100	17.3
Veterans' Administration.....	14.5	78	18.5
The Panama Canal, and Panama Railway Co.....	6.5	59	11.0
Department of Justice.....	6.3	86	7.3
Treasury Department (including Coast Guard).....	4.4	54	8.2
Federal Security Agency <sup>2</sup> .....	3.4	57	6.0
Civil Aeronautics Authority.....	1.0	29	3.4
Government Printing Office.....	0	0	6.4
District of Columbia Government.....	0	0	4.6
All other.....	2.6	12	21.5
Total.....	361.8	83	434.3

<sup>1</sup> Table based on the Procurement Division's estimates from figures submitted to it covering the period from July 1, 1938, through Dec. 31, 1938, except for figures for the Works Progress Administration, Tennessee Valley Authority, the Panama Canal, Government Printing Office, and District of Columbia government, which were obtained either from annual reports or directly from the agencies themselves.

<sup>2</sup> These agencies were actually not established until July 1, 1939. However, the tabulation was made after this date, and the Procurement Division classified the reports according to the existing scheme of organization. Since purchases of the constituent organizations of the Federal Works Agency and the Federal Security Agency were not shown separately, the Procurement Division's classification has been followed here.

<sup>3</sup> 1939 figure not available; 17.3 million dollars is for the period from December 1937 to November 1938, inclusive.

<sup>4</sup> This figure undoubtedly understates field purchases, since no field purchases were reported for the Post Office, Commerce, Labor, and State Departments or for several small agencies.

This table gives some indication of the magnitude and complexity of the problems involved in Federal purchasing. The limitations of a scheme of centralized purchasing become apparent. Purchases of perishables must be made in the localities where they are to be used.

and the same is true for many bulky commodities for which transportation charges are an important consideration. Provision must also be made for emergency purchases. Any attempt to develop a coordinated program of purchases is complicated by the geographically decentralized pattern of governmental purchasing.

#### 4. LEGAL LIMITATIONS ON FEDERAL PURCHASING

At this point it may be appropriate to consider briefly the nature of the legal framework within which the purchasing of the Federal Government must be carried on. In general, there are requirements for advertising for proposals of bids, followed by proper notification and public opening of the bids received.<sup>5</sup> These requirements have been construed to mean that awards shall be made to the lowest responsible bidder offering to meet the advertised specifications.<sup>6</sup> To this procedure there are exceptions where the exigencies require immediate delivery or where the amount involved is small—usually under \$100. In addition there is a general requirement that no contract for purchase is to be made except under an adequate appropriation.<sup>7</sup>

Along with the system of annual appropriations go certain restrictions on the expenditure of these appropriations. No appropriated funds may be expended or encumbered prior to the beginning of the fiscal year to which they relate, unless an exception is specifically made in the appropriation act.<sup>8</sup> This prevents the placing of orders before July 1, when payment must be made from funds not available before July 1, even when such orders are for delivery after July 1. It is also unlawful, except as otherwise provided, for any executive department to make contracts for supplies for a longer term than 1 year from the time the contract is made.<sup>9</sup> Further, funds unencumbered at the expiration of the fiscal year return automatically to the Treasury and are not available for the following fiscal year unless reappropriated by Congress.<sup>10</sup> Hence, there frequently are unusually heavy purchases during the last month of the fiscal year to prevent the lapse of appropriation balances which the agency may have been holding as a reserve throughout the year.

Finally, mention should be made of two recent laws which affect Federal purchasing substantially, the so-called Buy American Act,<sup>11</sup> and the Walsh-Healey Act.<sup>12</sup> The first provides that unless the head of the department or establishment concerned determines it to be inconsistent with the public interest or finds the cost unreasonable, materials and supplies produced or manufactured in the United States are to be bought for public use. An exception is made for goods used outside of the United States or where goods are not produced in sufficient quantities in this country. Likewise, contractors are to use only supplies and materials produced in the United States in their construction of Federal public works. The Walsh-Healey Act relates only to contracts for manufacturing or furnishing of materials exceeding

<sup>5</sup> U. S. Code, title 41, sec. 7. This is sec. 3709 of the Revised Statutes and is usually cited in this way by purchasing officers.

<sup>6</sup> 5 Comp. Gen. 330. See also *Scott v. U. S.*, 44 Ct. Cl. 524 (1909), and *O'Brien v. Carney*, 6 F. Supp. 761 (1934).

<sup>7</sup> U. S. Code, title 41, sec. 11. For a discussion of certain results of this provision see ch. VII, p. 133 ff., below.

<sup>8</sup> U. S. Code, title 31, sec. 665. For a discussion of certain results of this provision, see ch. VII, p. 133 ff., below.

<sup>9</sup> U. S. Code, title 41, sec. 13. For an explanation of this provision see footnote 5, p. 132, of ch. VII, below.

<sup>10</sup> U. S. Code, title 31, sec. 712.

<sup>11</sup> U. S. Code, title 41, sec. 10, p. 1805.

<sup>12</sup> U. S. Code, Supp. III, title 41, sec. 35 ff., p. 472 f.



\$10,000 in value. Persons employed in filling such contracts are to be paid not less than the prevailing minimum wage for similar work as determined by the Secretary of Labor, are not to work over 8 hours a day or 40 hours a week, are not to be required to work under insani- tary or hazardous working conditions, and are not to be under 16 years of age, if male, or 18, if female. Exceptions are made for goods which may usually be bought in the open market and for perishables and certain agricultural commodities. Moreover, the Secretary of Labor may modify the terms of the act respecting hours and pay on the joint recommendation of the agency concerned and the contractor, or may make exceptions to the whole act when the head of the con- tracting agency states in writing that the conduct of Government business will otherwise be impaired.

### 5. TYPES OF PURCHASING PROCEDURE

Five principal types of procedure in Federal purchasing may be dis- tinguished. The type which is utilized in each case is determined partly by the sort of materials or supplies needed and partly by the policies of the using agency. The five principal types are: (1) direct purchase by the using agency from suppliers; (2) purchase by the using agency under a contract made by the Procurement Division; (3) pur- chase by the using agency under a contract made by some other oper- ating department or establishment; (4) purchase by the using agency from warehouse stocks of the Procurement Division or another oper- ating agency; and (5) purchase by the Procurement Division for the using agency. A sixth type might be added for purchase of goods manufactured by another Federal agency, the chief examples being those goods made in Federal prisons; paper, which is cut by the Gov- ernment Printing Office, and ink, paste, and glue, which are made by it. However, since the total value of these purchases is small and the transaction a purely interdepartmental one, this type will not be con- sidered further.

The following table represents an effort to show the actual or esti- mated purchases by each type. Due to lack of statistical data in the field of Government purchasing, it is far from satisfactory, and is pre- sented only in the belief that an approximation is better than nothing at all.

TABLE IV.—Amount of Federal purchases in the 1939 fiscal year by types of purchase procedure

	Value (millions)	Percent
(1) Direct purchase from suppliers <sup>1</sup> .....	\$573.9	62
(2) Purchase from General Schedule of Supplies .....	60.7	7
(3) Purchase under contracts of another agency <sup>2</sup> .....	15.0	2
(4) Purchase from warehouse stocks of Procurement Division or another agency.....	3.6	1
(5) Purchase from suppliers through the Procurement Division <sup>3</sup> .....	260.2	28
Total.....	\$913.4	100

<sup>1</sup> This figure is an approximation derived by subtracting the total value of purchases by other types of procedure from the total reported in the Procurement Division Group's study. This study covered only the first 5 months of the 1939 fiscal year, the other 7 months falling within the 1938 fiscal year. Therefore, the two periods do not coincide, and some allowance for error must be made.

<sup>2</sup> Estimated. The principal items are lubricating oil, some gasoline and fuel oil purchased under Navy contracts, and envelopes purchased under Post Office contracts.

<sup>3</sup> Figure obtained by subtracting the sales from the Procurement warehouse to using agencies from the sales under the general supply fund of the Procurement Division, and adding to the remainder the purchases under the emergency program (as given in the hearings on the Treasury Department appropriation bills for 1940 and 1941, House Appropriations Committee).

To estimate the proportion of total Federal purchases made by the Procurement Division, it is necessary to add types (4) and (5) as shown in the above table. This gives a figure of \$264,000,000—approximately 30 percent of the total Federal purchases—as the portion handled by the Procurement Division.

There follows a brief discussion of each of the types of purchase procedure in the order in which they appear in table IV.

1. Direct purchase from the supplier by the agency using the commodity is still the most common method of procurement. Such purchase may be made either in Washington or in the field. If the amount involved is at all considerable, the typical procedure will be to advertise for bids, open them publicly,<sup>13</sup> and award the contract to the lowest responsible bidder whose product meets the specifications set forth in the advertisement. Such contracts may be either term contracts or contracts for definite quantity purchases (i. e., open-market purchases). As shipments are received under the contract, the vouchers are sent to the disbursing officers of the Treasury by the receiving agency. In the Treasury proper charges are made against the appropriation of the affected agency, a check is mailed to the contractor, and the voucher is forwarded to the General Accounting Office for audit. That office will verify the authority under which the purchase was made, ascertain that the expenditure was permissible under the terms of the applicable appropriation, and otherwise satisfy itself as to the correctness of the voucher.

2. One of the principal functions of the Procurement Division is to act as a service agency in making contracts for goods for which there is sufficient demand to justify the creation of sources of supply available at all times—usually goods used by several Federal agencies. Such contracts may be made for any length of time the Procurement Division may determine, except that they may not exceed 12 months. These contracts are generally referred to as General Schedule of Supplies contracts, the function having been inherited by the Procurement Division from the old General Supply Committee.<sup>14</sup> For the benefit of the operating agencies, these contracts are classified according to the classes of the Federal Standard Stock Catalog and are collected in loose-leaf printed form. This General Schedule of Supplies enables the purchasing officer of a particular agency to know the price, approximate length of time required for delivery, and name of the contractor from whom he must order the particular commodity he needs. The General Schedule of Supplies was prepared primarily for the benefit of the agencies located in Washington on whom its use is mandatory, but it is also used to an increasing extent by field agencies. As to certain items—tires and tubes, furniture and office equipment, electric light bulbs—use of the General Schedule of Supplies is mandatory throughout the country.<sup>15</sup> In recent years the Procurement Division has negotiated a number of consolidated service contracts in metropolitan areas for such services as electricity, gas, drayage, and repair of office machines. Once the contract has been made the

<sup>13</sup> Advertisement and public opening of bids is characteristic of the other types of purchase procedure also, though this may not be done by the using agency itself. For a discussion of certain results of this provision see ch. VII below, pp. 78 ff.

<sup>14</sup> See below, p. 11.

<sup>15</sup> Freight arrangements on deliveries to field services vary. The country is zoned for certain kinds of furniture, for example, and prices differ from zone to zone. The usual arrangement for other commodities is that on shipments weighing less than 100 pounds where transportation charges are not greater than to Washington, D. C., the contractor shall pay the freight. On other shipments the Government pays an f. o. b. factory price and then pays the freight itself.

responsibility of the Procurement Division is at an end; the actual ordering, receipt, inspection, and payment for commodities purchased under the contract is left to the agency which uses the goods.<sup>16</sup> Purchases under these General Schedule of Supplies contracts have increased substantially during the last 4 years, as shown by the following figures:

1936-----	\$38, 200, 000	1938-----	\$60, 368, 000
1937-----	54, 154, 000	1939-----	60, 679, 000

3. Purchase under contracts of another operating agency is a variation of the second type of purchase procedure described above, the difference being that the contract is made by some other agency than the Procurement Division. The advantage is that an agency using only a small amount of a commodity during a year is enabled to avail itself of the more favorable terms obtained by another agency which contracts for large quantities. Perhaps the best example of this is the purchase of lubricating oils. Since the Navy Department is the largest single purchaser, the Director of Procurement has delegated to it the responsibility of negotiating lubricating oil contracts but making their use mandatory upon all Federal agencies.

4. In purchases by the using agency from stocks of the Procurement Division, the latter functions as a jobber or retailer financed by means of a permanently available revolving fund of \$3,000,000. The Procurement Division makes the purchase, takes delivery of the merchandise, and makes payment from its revolving fund. It stores the merchandise in its warehouse, from which shipment is made as orders are received from the operating agency. The Procurement Division is reimbursed by a transfer of funds from the operating agency to the revolving fund of the Procurement Division, the instrument by which this transfer is accomplished being called a transfer and counter-warrant. In addition to charging the agency the cost of the goods, the Procurement Division adds a surcharge of 5 percent to cover expenses of handling, storage, and inspection. Thus depletion of the revolving fund through charging it with administrative costs is prevented.

There are also some purchases, particularly in the field, from the warehouse stocks of another Federal operating agency. Several agencies buy supplies from the Forest Service warehouses,<sup>17</sup> the Coast Guard frequently buys from navy yards, and other examples of inter-departmental purchases could be cited.

At this point some explanation of this revolving fund, called the General Supply Fund, seems in order. It was established by Congress on February 27, 1929, and at first was only \$300,000. The amount of the fund was increased from time to time and now stands at \$3,000,000. It enables the Procurement Division to carry in stock around 2,000 items commonly used by the departments and establishments. As a result of consolidation of anticipated requirements, the Procurement Division is able to purchase in large quantities at wholesale prices commodities which otherwise would be purchased in small lots, probably at higher prices, by the operating agencies. Purchases under this fund amounted to \$30,449,165 in the 1939 fiscal year,<sup>18</sup>

<sup>16</sup> An exception to this statement should be noted for cases (now infrequent) where the Procurement Division is asked by the operating agency, as a convenience to it, to handle the purchasing of articles listed in the General Schedule of Supplies and other articles.

<sup>17</sup> See ch. IX, p. 124 for a fuller discussion of sales by the Forest Service to other Federal agencies.

<sup>18</sup> Hearings on the Treasury Department Appropriation Bill for 1941. p. 762.



indicating a very rapid turn-over. Judging by the rate for the first 5 months, Captain Collins, Director of the Procurement Division, in his testimony before the House Appropriations Committee<sup>19</sup> estimated the expenditures from this fund for the 1940 fiscal year would increase to \$40,000,000. However, these figures include not only purchases for its warehouse stock but also some purchases made by the Procurement Division for operating agencies where no storage is involved (type 5, below, as well as type 4).

5. Purchase by the Procurement Division for the using agency differs from the preceding type of purchase procedure in that there is no storage or inspection by the Procurement Division. If the purchase is made by any of certain civil agencies in the District of Columbia, if it involves an expenditure in excess of \$100, and if the commodity is not listed in the General Schedule of Supplies, it must (with certain exceptions for emergency purchases or specialized articles) be made through the Procurement Division. Or, even in the absence of a requirement to purchase through the Procurement Division, the operating agency, lacking the technical personnel required to make the purchase itself, may request the Procurement Division to make the purchase for it. The Procurement Division will prepare the proposal forms, circulate them to prospective bidders, award the contract, place the purchase order, and make the payment, being reimbursed by the operating agency.<sup>20</sup> In such a case, delivery may be either to the Procurement Division for reshipment or may be direct to the operating agency. For its service the Procurement Division makes a surcharge of 3 percent of the cost of the item. Even more important in terms of volume than purchases of this nature in Washington, is the purchasing which the Procurement Division does in the field under the emergency relief program. The Work Projects Administration accounts for the bulk of these emergency purchases, but other emergency agencies such as the Farm Security Administration and the Civilian Conservation Corps also make purchases through the field offices of the Procurement Division. At one time there were field offices of the Division in each of the 48 States, Hawaii, Puerto Rico, and the Virgin Islands, but in the last 2 years there have been some consolidations of State offices. It should be noted that there is no surcharge directly attached to each purchase made under the emergency relief program, the administrative expenses of the Procurement Division for this function being provided for in the relief appropriation acts.

#### 6. DEVELOPMENT OF CENTRALIZED CONTROL

A brief account of the development of centralized control over the purchasing of the Federal Government, and particularly an account of the establishment and growth of the Procurement Division, may contribute to a better understanding of the present system.

While considerable thought had been devoted by various governmental boards and commissions to the matter of obtaining more uniform quality and better prices on supplies used in more than one department, not much was actually done about the problem until the establishment of a General Supply Committee in 1909. In that year

<sup>19</sup> *Ibid.*, p. 746.

<sup>20</sup> In some cases the operating agency is billed directly and makes the payment itself.

the President issued an Executive order directing that purchases of supplies by departments and independent establishments be made under contracts listed in the General Schedule of Supplies. This schedule, to include common supplies needed by the several departments in Washington, was to be prepared by the General Supply Committee, which was composed of representatives of the departments and establishments. The Committee was also given the task of eliminating unnecessary grades and varieties. In 1910 this Executive order was given legislative sanction. Under the system set up by the General Supply Committee, bids were requested in January and February on about 20 classes of commodities. The bidders were informed roughly of the quantities purchased by the departments during the preceding fiscal year and were requested to bid on such quantities of each item as the departments might purchase during the coming fiscal year. This system had certain advantages, but there were also disadvantages. Since a contractor was bidding for all the purchases of a particular item of the departments in Washington, he had an incentive to quote lower prices. On the other hand, he did not know how great the quantity used would be, and he was compelled to gamble on market conditions for a period extending 15 or 16 months from the time he submitted his bid. Accordingly, he was likely to play safe and protect himself by quoting rather high prices. From an administrative point of view, however, the system was a great advance, obviating a vast amount of work by individual agencies in preparing proposals, making awards, and so forth.

This system was not adapted to wartime procurement, and after a period of initial confusion in 1917, was supplanted temporarily by an elaborate set of controls.<sup>21</sup> After the war attention was focused on the establishment of a budget system and the coordination of the routine business of the Government. By direction of the President, the Director of the Bureau of the Budget established several interdepartmental coordinating boards, generally composed of representatives of interested departments. One of these was the Federal Specifications Board, whose duty it was to adopt and promulgate standard specifications for materials and services used by two or more Federal agencies, and bring such specifications into harmony with the best commercial practices. To date over 1,200 Federal specifications have been promulgated.<sup>22</sup> Another was the Interdepartmental Board of Contracts and Adjustments, created to standardize contract forms as far as possible, and also to promote uniform practices in negotiating, interpreting, and executing contracts. A third was the Federal Standard Stock Catalog Board, which determines the articles to be included in the Federal Standard Stock Catalog already described.<sup>23</sup> A fourth was the Federal Traffic Board, designed to promote economies in the routing of freight and passengers by the various departments and establishments. This Board has also been active in establishing uniform classifications on Government items and in attempting to secure lower rates on freight, express, and parcel-post shipments. The Federal Purchasing Board set up at this time will be discussed later. Mention should also be made here of the area coordinators, usually Army or

<sup>21</sup> For a discussion of war purchasing see ch. V of this study.

<sup>22</sup> In addition the War Department has developed specifications for articles or services which are peculiar to the military service, or which are not covered by Federal specifications. Their use is mandatory upon all agencies of the Army. The Navy has also prepared certain specifications for its own use.

<sup>23</sup> P. 2 above.

Navy officers, who were appointed by a Chief Coordinator, and whose function it was to do what they could to coordinate the purchasing and other institutional activities of the field services of the various departments and establishments. In doing this they worked with the Federal business associations, composed of all the Federal officials in a given locality. At one time there were about 300 of these associations throughout the country; their number has now dwindled to around 125. For years considerable space in the annual report of the Director of the Budget was devoted to a recital of economies effected by them and the area coordinators. With the abolition of the system of area coordinators, the Federal business associations have become relatively inactive.

In 1922 the Chief Coordinator established a committee to study Government purchasing. This committee called attention to the speculative elements in the existing system of term or running contracts composing the General Schedule of Supplies, and recommended that the experiment of definite-quantity buying be tried for one class of supplies. This was done for tires and tubes, and invitations for bids on some 6,000 of each, representing the combined requirements of the civil agencies of the Federal Government for a 4-month period, were issued. The bids submitted showed a great reduction of prices over the contracts in the General Schedule of Supplies, the average being 35 percent. After this experiment the definite-quantity method was extended to cover a number of other important common items for which the market frequently presented considerable fluctuation. The Federal Purchasing Board, composed of a representative (usually the principal purchasing officer) of each department and independent establishment, interested itself in the possibilities of extending this system of definite-quantity buying not only to the departmental service in Washington but also to the field service. It recommended the establishment of a Federal warehouse in Washington where common supplies bought in definite quantities for the use of all or several agencies could be received, inspected, and stored until needed. It also recommended a revolving fund to finance such purchasing.

By the act of February 27, 1929,<sup>24</sup> such a warehouse was authorized and a revolving fund created. The next year the District of Columbia appropriation act provided that the District of Columbia should no longer prepare its own schedule of supplies but should purchase from General Supply Committee contracts and the stocks to be maintained in the new warehouse. Although the District purchasing officer opposed the change at first, after a year's experience he reported large savings and an improvement in the quality of goods received.

On June 10, 1933, an Executive order was issued<sup>25</sup> establishing a Procurement Division in the Treasury Department and transferring to it the functions of the General Supply Committee, the Government fuel yards of the Bureau of Mines (which had been purchasing fuel for agencies in the District of Columbia), and the Office of the Supervising Architect of the Treasury. With reference to procurement, the order read as follows:

The function of determination of policies and methods of procurement, warehousing, and distribution of property, facilities, structures, improvements, machinery, equipment, stores, and supplies exercised by any agency is transferred to a Procurement Division in the Treasury Department, at the head of which shall be a Director of Procurement.

<sup>24</sup> 45 Stat. 1341, ch. 354, 70th Cong., 2d sess.

<sup>25</sup> Executive Order No. 6166.



In respect to any kind of procurement, warehousing, or distribution for any agency the Procurement Division may, with the approval of the President, (a) undertake the performance of such procurement, warehousing, or distribution itself, or (b) permit such agency to perform such procurement, warehousing, or distribution, or (c) entrust such performance to some other agency, or (d) avail itself in part of any of these resources, according as it may deem desirable in the interest of economy and efficiency. When the Procurement Division has prescribed the manner of procurement, warehousing, or distribution of any thing, no agency shall thereafter procure, warehouse, or distribute such thing in any manner other than so prescribed.

It will be noted that full discretion as to methods of purchasing is allowed the Procurement Division; it will also be noted from the previous discussion that the Division has made use of them all. In compliance with this order the staff and property of the General Supply Committee and the Government fuel yards were transferred to the new division. The same order abolished the Federal Coordinating Service. Certain of its functions relating to procurement were taken over by the Procurement Division. Thus the activities of the Federal Specifications Board, the Interdepartmental Board of Contracts and Adjustments, the Federal Standard Stock Catalog Board, and the Federal Traffic Board were continued within the new Procurement Division.

Since 1933 the work of the Procurement Division has expanded very substantially. The greatest expansion came in the summer of 1935 when by Executive order the Procurement Division<sup>26</sup> took over the work of the Federal Emergency Relief Administration purchase offices. Using these offices as a nucleus the Procurement Division set up the system of field offices throughout the country for purchasing under the emergency program to which reference has already been made.<sup>27</sup> In addition the Procurement Division has extended the field of definite-quantity purchase, has increased the number of items carried in stock in the Federal warehouse, and has extended the utilization of Navy Department contracts and those of some other services by all or several field services. The volume and scope of purchases under the General Schedule of Supplies contracts has steadily increased.<sup>28</sup> Under the old General Supply Committee these contracts were made primarily for the benefit of the departments in Washington, but now they are utilized also by field services throughout the country. In cases where it was found advantageous, term contracts for shorter terms than a year have been negotiated. The Procurement Division has also been active in arranging the consolidated term contracts for services in metropolitan areas previously mentioned.<sup>29</sup> Finally, the Surplus Property Section of the Procurement Division has been active in effecting transfers and reissuing property declared surplus by agencies.

Reorganization Plan No. I, effective July 1, 1939, divided the Procurement Division, leaving the supply activities in the Treasury, but transferring to the new Federal Works Agency the functions having to do with the construction and administration of public buildings. The title "Procurement Division" now refers solely to that part of the old Division retained by the Treasury.

Despite the gradual development of centralized purchasing during the last 30 years, almost two-thirds of the purchasing of the Federal

<sup>26</sup> Executive Order No. 7034, May 6, 1935.

<sup>27</sup> P. 9, above.

<sup>28</sup> For increase in this type of purchasing during the last 4 years, see p. 8, above.

<sup>29</sup> P. 7, above.

Government is still on the decentralized basis of direct dealings between the operating agency and the supplier, outside even of the restrictions imposed by the General Schedule of Supplies. Prior to 1939 the Procurement Division itself had been careful to emphasize that it intended to use existing procurement facilities of departments and field offices where practicable.<sup>30</sup> Thus in the hearings before the subcommittee of the House Appropriations Committee considering the 1940 Treasury appropriation bill,<sup>31</sup> we find Admiral Peoples, then Director of the Procurement Division, testifying in answer to a question on purchasing of food for the public health hospitals, the marine hospitals, and the veterans' hospitals:

\* \* \* We could go into it, but our experience has taught us this, Mr. McLeod, right from the very beginning, with respect to procurement, that sometimes it is advisable and sometimes it is not, and that when an agency is performing a special mission and doing it economically and well, it is better to let us recognize them as an agency, as a part of the general procurement plan of the Government and as an agency of the Federal Government.

For instance, in that sense the Navy head buys the food and tin goods, and so forth, likewise the Army, and likewise the veterans' hospitals located around the country, and they can do so locally cheaper. It would duplicate cost and be more expensive for us to do it, and we have not been able to see any economy in centralizing food contracts here.

However, later on in the testimony reference was made to a study which was then being made of various procurement activities with a view to determining what consolidations might be effected in the field, and Admiral Peoples admitted there was a possibility of substantial savings along that line.<sup>32</sup> At any rate, on June 10, 1939, an order was issued by the Director of Procurement, which if it were to go into effect, would completely change the procurement system of the civilian services of the Federal Government. This was Order No. 73, and was approved by the Secretary of the Treasury and the President. The most important sections read as follows:

2. The Procurement Division, Treasury Department, shall hereafter undertake the performance of procurement of all supplies for use either at the seat of Government or in the field for all existing Government agencies and such agencies hereafter created: *Provided*, That any agency may perform such procurement itself to the extent permitted by the Director of Procurement until such dates as the Director may designate with respect to specific agencies, specific kinds of procurement, or specific supplies.

3. The offices of the Procurement Division now existing in the several States shall form the nucleus for the field activities of a general procurement service.

The order further stated that records, property, and personnel engaged in the procurement of supplies for any agency were to be transferred, effective as of dates prescribed by the Director of Procurement. Unexpended balances of appropriations or funds to be used for administrative expenses of procurement were likewise to be transferred, subject, however, to the approval of the Secretary of the Treasury and the Director of the Budget.

It will be noted that section 2 of the order allowed an exception to centralized control insofar as the Director of Procurement might permit. In the letter accompanying the order the Director stated that

<sup>30</sup> See testimony of Admiral Peoples before the Appropriation Committee of the House of Representatives during hearings on the Treasury appropriation bills—1935, pp. 397 f., 402, 419; 1936, p. 650; 1937, p. 829 f.; 1938, p. 425.

<sup>31</sup> Hearings, House Appropriations Subcommittee, Treasury Department Appropriation Bill for 1940, p. 1247.

<sup>32</sup> *Ibid.*, p. 1248 f., also p. 1251.

until further notice the departments and establishments might continue their respective procurement systems without change. Since issuance of this order the Procurement Division has moved to take over the purchasing of two of the new agencies set up by the President's reorganization orders, namely, the Federal Works Agency and the Federal Security Agency. However, the necessary approval of the Director of the Budget for transfer of funds from the purchasing divisions of these two operating agencies to the Division of Procurement was not granted.

Apparently the Procurement Division decided that additional information about Federal purchasing was desirable before any further steps were taken under Order No. 73. While the Division of Procurement is charged with the duty of making investigations and studying the possibilities of coordinating purchase of commodities by various agencies, this work has had to be put aside, for the most part, because of the additional burden imposed by the emergency relief program. Accordingly, the Division of Procurement requested an increase of \$153,277 in its appropriation for 1941 to cover the cost of setting up a statistical unit. Captain Collins, who succeeded Admiral Peoples as Director of Procurement, explained the functions of the proposed unit as follows: <sup>33</sup>

The balance of the increase requested, \$153,277, is to cover a statistical unit. Until such a statistical organization can be created the Procurement Division will be dependent upon other sources for information concerning markets, the volume of purchases to be made by the Government, the materials which may best be covered by term contracts and those which should be bought in definite quantities, and other information which is really essential to do a scientific purchasing job. It is proposed to create a unit which will receive from all governmental sources complete information as to just what is being purchased, how it is being purchased, what it costs, where it is used. From this information conclusions can be reached as to whether such materials should be covered by long- or short-term contracts, whether they should be bought in large or small quantities, where they can best be purchased, whether they should be carried in Government warehouses or issued as needed, and other conclusions, the net result of which should be reflected in dollars-and-cents savings to the Government far in excess of the comparatively small cost of such a unit.

The Bureau of the Budget allowed this request, but it was denied by the Appropriations Committee of the House.

On February 24, 1940, the Director of the Budget, in a letter to the heads of the departments, independent establishments and agencies, submitted for comment a proposal made by the Director of Procurement with respect to centralization of purchases for civil agencies within the District of Columbia. It was proposed to turn back to the operating agencies responsibility for making purchases under \$100 in the open market, but to have the Procurement Division make purchases over this amount. Exceptions to this last were made in the case of emergency purchases, perishable commodities, and articles of a specialized and technical nature. No change was suggested in the method of procuring items stocked by the Procurement Division, or listed in the General Schedule of Supplies, and it should also be noted that the agencies were permitted to purchase through the Procurement Division in any case where they considered it to be to the Government's advantage. While no order embodying this proposal was formally issued, the Procurement Division has by letter

<sup>33</sup> Hearings, House Appropriations Subcommittee, Treasury Department Appropriation Bill for 1941, p. 744.



put into effect these proposals with respect to each civil agency within the District of Columbia for which Order No. 73 was actually operative. The Procurement Division still does not make purchases for the War and Navy Departments, which were not covered by Order No. 73 and which remain free to make purchases of any size in whatever way they see fit, whether these purchases are made in the District of Columbia or in the field. Because of insufficient personnel all purchasing for civil agencies in the field, other than that under the emergency relief program, has been abandoned by the Procurement Division. Thus matters stand with respect to centralization of control of Federal purchasing at the interdepartmental level.<sup>34</sup>

Along with the development of centralized control at the interdepartmental level has gone a development of control within departments. The situation may be briefly summarized with respect to the large purchasing departments and agencies.

The War Department employees centralized control and decentralized operation in its purchasing. After the last war a Current Procurement Branch was created in the Office of the Assistant Secretary of War, with the duties of preparing general procurement policies, collecting information on procurement, dealing with complaints of bidders and contractors, maintaining contacts with other departments and agencies including the Procurement Division of the Treasury, and in general exercising supervision over the current procurement of the Department. The Quartermaster Corps is responsible for obtaining all supplies of a commercial nature which are common to two or more arms and services. Special and technical articles are procured by the various technical services—the Air Corps, the Chemical Warfare Service, the Engineers, the Medical Department, the Ordnance Department, the Coast Artillery Corps, and the Signal Corps. The National Guard Bureau purchases for the National Guard. There are purchase and storage points throughout the country. Practically all the purchases involved are made in the field.<sup>35</sup>

Purchasing for the Navy is rather highly centralized under the Bureau of Supplies and Accounts. The stock of general supplies is financed by the Naval Supply Account Fund which is a revolving fund with a value of approximately \$73,000,000. The quantity of supplies to be carried by supply yards is fixed by formula, and at certain specified times these yards inform the Bureau of Supplies and Accounts as to their requirements for the coming 6-month period. When these requests reach the Bureau, they are checked against its excess-stock records, the quantities to be purchased are determined, and the requests forwarded to the Bureau's Purchase Division for action. Certain supply officers are authorized to make local contracts for provisions, etc., and the commandant of any activity is authorized to approve for purchase any emergency requisition. Arms, ammunition, and gun forgings are purchased by the Bureau of Ordnance. Pur-

<sup>34</sup> On June 27, 1940, after the above was written, the Council of National Defense issued an order establishing the Office for Coordination of National Defense Purchases. For a summary of this order see footnote 35 on p. 58, ch. V. The order centralizes in this office control over regular purchases as well as those occasioned by the national-defense emergency. The extent to which this control is to be exercised is not yet apparent.

<sup>35</sup> Annual Report of the Secretary of War, 1938, p. 26.

chasing for the Marine Corps is under the jurisdiction of the Quartermaster, and is largely centralized in Washington for the east coast and in San Francisco for the west coast.

It has already been pointed out that purchasing for the Work Projects Administration is under the direction of the Procurement Division. The bulk of the purchases are made through the State offices of the Procurement Division, but in some cases the purchasing facilities of other agencies have been utilized.

These three agencies, as has been stated,<sup>36</sup> accounted for approximately three-fourths of the Government's purchases from December 1937 to November 1938, inclusive. Of the other important purchasers the Department of the Interior and the Department of Agriculture are examples of largely decentralized departments with literally hundreds of field offices and agents throughout the United States, each engaged in making purchases for particular activities. Some control is exercised from Washington, however, by the purchasing officer in the Interior Department and the Office of Budget and Finance in the Department of Agriculture. Purchasing for the Treasury Department is largely decentralized. The Veterans' Administration purchases general supplies and equipment through a central office in Washington. Purchases of most medicines, fresh meats, fruit, and vegetables are made locally. The Purchasing Agent of the Post Office Department supervises the purchase of all supplies. Minor purchases are made in the field but are subject to supervision from Washington. Equipment, materials, and supplies for the Tennessee Valley Authority's projects are procured through the T. V. A. Materials Department. The principal purchasing office is maintained at Knoxville, with field procurement offices at several of the construction projects. The Panama Canal maintains a department of supply on the Isthmus, with an office in Washington which handles purchasing and other activities in the United States. There is a Division of Purchases and Sales in the Department of Commerce which exercises supervision over contracts and purchases made by field offices.

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<sup>36</sup> P. 3 above.

## CHAPTER II

### NOTES ON STATE AND LOCAL PURCHASING

While statistics on the extent and character of Federal purchasing are far from satisfactory, they are much more complete than such statistics for State and local governments. In many cities and States purchasing is not centralized, but is carried on by the operating departments, boards, and institutions. Even where purchasing is centralized there are no published reports in many cases. Purchase expenditures are not segregated by the Bureau of the Census in its annual reports on Financial Statistics of States and Financial Statistics of Cities. This means that it is impossible to estimate with accuracy the effect of all governmental purchasing—Federal, State, and local—on particular industries, or the relationship for all commodities between the volume of purchasing by all governmental units and that of private industry.

#### 1. VOLUME OF STATE AND LOCAL PURCHASES

Data on the expenditures of some cities and States are available. Recently the International City Managers' Association, in cooperation with the National Association of Purchasing Agents, obtained reports from 83 cities of over 30,000 population on purchases made through their central purchasing departments during 1938.<sup>1</sup> A few other cities which report their purchases annually have been added to make up table V.

TABLE V.—Recent annual purchases and ratio of purchases to governmental cost payments for 88 cities

Cities <sup>1</sup>	Purchases <sup>2</sup> (thousands)	Governmental cost pay- ments <sup>3</sup> (thousands)	Ratio of pur- chases to gov- ernmental cost payments (percent)
New York .....	\$26, 641	\$718, 680	44
Other cities over 500,000:			
Philadelphia .....	4, 874	60, 248	8
Detroit .....	6, 419	84, 975	8
Los Angeles .....	4, 525	32, 864	14
Cleveland .....	4, 536	34, 098	13
St. Louis .....	3, 173	35, 498	9
Baltimore .....	1, 236	49, 935	2
Boston .....	<sup>5</sup> 3, 721	<sup>5</sup> 73, 747	5
Pittsburgh .....	2, 838	21, 872	13
San Francisco .....	6, 000	58, 685	10
Milwaukee .....	3, 000	29, 459	10
Buffalo .....	2, 527	38, 402	7
100,000 to 500,000:			
Washington, D. C. ....	<sup>6</sup> 5, 140	45, 734	11
Minneapolis .....	5, 000	29, 824	17

Footnotes at end of table.

<sup>1</sup> Tables based on these reports are to be found in the Municipal Year Book 1940, International City Managers' Association, Chicago, pp. 194-201. Through the courtesy of the International City Managers' Association and the National Association of Purchasing Agents, Governmental Group, the returns were made available to the writer.

TABLE V.—Recent annual purchases and ratio of purchases to governmental cost payments for 88 cities—Continued

Cities	Purchases (thousands)	Governmental cost payments (thousands)	Ratio of purchases to governmental cost payments (percent)
100,000 to 500,000—Continued.			
Cincinnati.....	<sup>7</sup> \$4,165	\$18,901	22
Newark.....	1,534	34,088	4
Seattle.....	3,766	23,538	16
Indianapolis.....	2,750	12,413	22
Rochester.....	3,300	24,689	13
Portland, Oreg.....	1,183	7,869	15
Columbus.....	<sup>8</sup> 726	<sup>8</sup> 7,235	10
Toledo.....	1,214	5,788	21
Oakland.....	<sup>8</sup> 406	<sup>8</sup> 6,239	6
Atlanta.....	1,500	10,557	14
Akron.....	1,846	6,861	27
Memphis.....	1,000	6,517	15
Syracuse.....	2,452	14,098	17
Dayton.....	788	5,245	15
Fort Worth.....	825	4,012	21
Flint.....	816	3,511	23
San Diego.....	2,243	5,647	40
Bridgeport.....	<sup>9</sup> 3,000	6,870	44
Norfolk.....	600	5,110	12
Jacksonville.....	2,000	6,415	31
Chattanooga.....	300	3,633	8
Spokane.....	642	3,083	21
Cambridge.....	1,000	7,802	13
Reading.....	446	3,199	14
Wichita.....	200	1,460	14
Miami.....	1,500	6,482	23
Peoria.....	125	1,816	7
El Paso.....	<sup>8</sup> 186	<sup>8</sup> 2,696	7
Evansville.....	<sup>9</sup> 1,000	2,249	44
Duluth.....	1,250	3,274	38
Total (cities over 100,000).....	122,393	1,565,218	8
44 cities (30,000 to 100,000).....	<sup>8</sup> 15,703	<sup>8</sup> 95,074	<sup>8</sup> 16
Grand total (88 cities).....	138,096	1,660,292	8.3

<sup>1</sup> Arranged in order of population according to the 1930 census.

<sup>2</sup> Unless otherwise specified, purchases are for the year 1938.

<sup>3</sup> Governmental cost payments are for 1937 for cities over 100,000, this being the last year for which figures were available. For cities from 30,000 to 100,000 no more recent figures than those given in Financial Statistics of State and Local Governments (1932) were available. Accordingly figures for individual cities in this size group are not shown in this table, but an aggregate figure for the governmental cost payments of 44 such cities is included. Comparison of 1937 and 1932 governmental cost payment figures for the 44 cities over 100,000 in this table shows that while there were great differences between the 2 years for individual cities, the aggregate figures were not far apart (\$1,565,218,000 in 1937, \$1,574,694,000 in 1932). It was felt that this probably justified use of the 1932 aggregate governmental cost figure for the cities from 30,000 to 100,000 in computing a ratio between purchases and governmental cost payments.

The governmental cost payments figures include only the city corporation; data for all overlapping units having been excluded. As here used the term "governmental cost payments" includes payments for operation and maintenance of the general departments, capital outlays, and for most cities, public service enterprises. However, where it appears that the central purchasing department does not purchase for such enterprises they have been excluded. Interest and debt payments are not included.

<sup>4</sup> This low ratio is at least partly due to the fact that the libraries, zoological gardens, art museums, and State agencies such as the board of education, board of elections, and surrogates, and supreme courts handle their purchasing independently.

<sup>5</sup> Purchases and governmental cost payments are for 1935.

<sup>6</sup> Purchases are for the year ending November 30, 1938, from the Report of the Procurement Division Group.

<sup>7</sup> Figure includes some purchases for Hamilton County, the Board of Education, the University of Cincinnati, and the Library.

<sup>8</sup> Purchases and governmental cost payments are for 1936.

<sup>9</sup> Some of the figures reported are estimates of the city purchasing agent, and are probably overestimated in some cases.

The above table shows the purchases of only 88 of the 310 cities in the United States which had a population of over 30,000 in the 1930 census. However, the coverage of large cities is much higher, as is shown by table V (a).



TABLE V (a).—*Coverage by size groups of cities included in table V*

Size group	Total number in United States	Cities reported	
		Number	Percent
New York City.....	1	1	100
Other cities over 500,000.....	12	11	92
100,000 to 500,000.....	80	32	40
30,000 to 100,000.....	217	44	20
All cities over 30,000.....	310	88	28

The wide range between cities in the ratio of purchase expenditures to governmental costs will be noted in table V. It is believed that this is chiefly due to two things—the entire exemption of certain boards, commissions, and departments from centralized purchasing in some cities and not in others; and the direct purchase of certain commodities and services (particularly the latter) by operating departments in some cities, in which case these items would not be included in data reported by central purchasing departments. The departments most generally exempted are schools, parks, and libraries. Frequently these are not supported from the city's general tax levy and in their organization are at least partially independent of the city government. In general, the city purchasing department seems to purchase for the publicly owned utilities, but where this is known not to be the case (as for the municipally owned street railway system of Detroit) the operating expenses of such utilities have not been included in the governmental cost payment figure.

Table VI shows purchases, governmental cost payments, and the ratio between the two, for six States for which purchase reports were available. Here again, purchasing is not always completely centralized, and contractual services are not uniformly included. Since liquor monopoly systems are the principal State public service enterprises,<sup>2</sup> and since these systems usually purchase directly, the operating expenses of public service enterprises have not been included in the governmental cost payments figures.

TABLE VI.—*Purchases and ratio of purchases to governmental cost payments for 6 States*

State	Purchases <sup>1</sup> (thousands)	Governmental cost pay- ments <sup>2</sup> (thousands)	Ratio of pur- chases to gov- ernmental cost payments (percent)
Alabama.....	<sup>3</sup> \$4, 144	\$39, 707	10
Illinois.....	18, 637	167, 165	11
New Hampshire.....	<sup>4</sup> 4, 307	16, 396	26
Vermont.....	<sup>5</sup> 1, 312	10, 830	12
Virginia.....	<sup>6</sup> 2, 990	55, 035	5
Washington.....	<sup>7</sup> 6, 171	70, 354	9
Total.....	37, 561	359, 487	10

<sup>1</sup> Data taken from reports of State purchasing departments or financial officers.

<sup>2</sup> Bureau of the Census, Financial Statistics of States, 1937 (Summary Bulletin), p. 11. As here used the term "governmental cost payments" includes capital outlays as well as operating expenses, but does not include interest or debt payments. It does not include operating expenses of public service enterprises.

<sup>3</sup> Figure is for the 1938 fiscal year.

<sup>4</sup> Figure is for the 1939 fiscal year. It includes rentals and other contractual services.

<sup>5</sup> This figure represents half the total reported by the State purchasing agent for the 1936-38 biennium. For comparability the purchases of alcohol, spirits, and wine for the Liquor Control Board have been subtracted from the total given in his report.

<sup>6</sup> Figure is for the 1938 fiscal year.

<sup>7</sup> This figure represents half the total reported for the 1936-38 biennium.

<sup>8</sup> Although in 1937 only 16 States operated alcoholic beverage monopoly systems, these 16 systems accounted for over 90 percent of both revenues and payments of all State public service enterprises. Bureau of the Census, Financial Statistics of States, 1937 (Summary Bulletin), pp. 16-18.

Any estimate of the total volume of State and local purchasing must necessarily be very rough. However, it may be interesting to attempt such an estimate, applying the ratios between purchases and governmental cost payments derived from tables V and VI to expenditure figures in the August 1939 Bulletin of the Treasury Department. Subtracting interest, debt payments, and operating expenses of public service enterprises,<sup>3</sup> governmental cost payments for all local governments during the 1938 fiscal year amounted to \$6,557,000,000, while for all State governments the total was \$3,379,000,000.<sup>4</sup> Applying ratios of 10 percent to the State figure, and 12 percent and 4 percent<sup>5</sup> to the local government figure, gives an estimated total of \$1,064,000,000. Because of the omission of some departments and commodities in the reporting of purchases, these ratios are undoubtedly too low, and it is probable that the volume of State and local government purchases substantially exceeds this amount.<sup>6</sup>

## 2. EXTENT OF LOCAL PURCHASING AND PURCHASES UNDER CONTRACT

In the survey of the International City Managers' Association and the National Association of Purchasing Agents already referred to,<sup>7</sup> an attempt was made to ascertain the percentage of purchases made locally. Table VII shows the distribution of the replies obtained from 86 cities. It should be noted that the term "local concerns" was defined to include local representatives of manufacturers or distributors whose main office was elsewhere.

TABLE VII.—*Percent of purchases made locally as reported for 86 cities*

	<i>Number of cities</i>		<i>Number of cities</i>
90 to 100 percent.....	28	60 to 69 percent.....	7
80 to 89 percent.....	22	50 to 59 percent.....	5
70 to 79 percent.....	19	Less than 50 percent.....	5

The tendency for cities to make most of their purchases locally is even more evident among cities of over 500,000. Of the seven cities in this category answering the question, three reported 95 percent, one 85 percent, one 80 percent, and two 75 percent. New York City did not answer this question.

In the same survey a question was asked as to the percentage of the city's purchases made under formal contract. Table VIII shows the distribution of responses from 54 cities.

<sup>3</sup> Operating expenses of public service enterprises are not reported in the Bulletin, hence it is impossible to include them for local governments.

<sup>4</sup> These figures include expenditures from own sources and from intergovernmental grants received, but exclude grants paid other jurisdictions.

<sup>5</sup> Two ratios are used for local governments—12 percent being the ratio derived from table V for all cities except New York and 4 percent being the ratio for New York. As explained in footnote 4, table V, the New York purchase figure includes only a part of the city's purchases, and to have included it in computing a ratio for all 83 cities would have made this ratio unduly low. Accordingly, governmental cost payments for New York City were subtracted from the \$6,557,000,000 governmental cost figure, the 12 percent ratio applied to the result, and the \$26,641,000 worth of purchases for New York City added to the product to obtain an estimated local government purchases figure.

<sup>6</sup> Russell Forbes, in his book *Governmental Purchasing* (Harper, New York, 1929), estimates that expenditures for supplies, material, and equipment consume from 20 percent to 30 percent of the current operating budget of the average government (p. 4). This book was published in 1929, however, and his estimate would probably be high today because of the larger proportion of governmental expenditures today in the form of direct payments to individuals and other subsidies of various sorts.

<sup>7</sup> See above, p. 17.



TABLE VIII.—*Percent of purchases under formal contract as reported for 54 cities*

	Number of cities		Number of cities
90 to 100 percent.....	0	40 to 49 percent.....	5
80 to 89 percent.....	3	30 to 39 percent.....	7
70 to 79 percent.....	6	20 to 29 percent.....	11
60 to 69 percent.....	6	10 to 19 percent.....	5
50 to 59 percent.....	6	Less than 10 percent.....	5

Among larger cities there is, as might be expected, a tendency to make a greater proportion of their purchases under formal contracts.

Of the eight cities of over 500,000 reporting, one made 85 percent of its purchases under contract; three, 75 percent; one (New York City), 70 percent; two, 50 percent; and only one less than 50 percent (Buffalo, 30 percent).

### 3. CHARACTER OF PURCHASES

Even municipal purchasing departments issuing an annual report rarely give the amount of their purchases classified by commodities. However, it was possible to obtain such figures for six cities—from the annual reports of Detroit, Boston, Cincinnati, and Newark; from the Report of the Procurement Division Group for Washington, D. C.; and from a tabulation for New York City furnished by Mr. Russell Forbes, Commissioner of Purchase for New York City. These reports cover different years, and the classification differs from city to city. Because of this last fact, some rather arbitrary decisions had to be made in devising a common classification. The following table shows the percentage distribution by type of commodity of the purchases of these six cities, together with the total purchases of each.

TABLE IX.—*Percentage distribution by type of commodity of the recent annual purchases of 6 cities<sup>1</sup>*

Commodity	New York	Detroit	Boston	Cincinnati	Washington	Newark	Total
	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>
1. Building and paving materials (lumber, iron and steel, cement, pipes, paint and paint materials, hardware, etc.).....	22.1	18.7	9.2	20.1	25.1	24.4	21.0
2. Fuels and lubricants.....	18.9	23.4	14.9	14.5	12.0	14.9	18.0
3. Food, forage, and feed.....	17.2	12.8	22.1	7.5	14.1	18.8	16.0
4. Motor vehicles, parts, and accessories.....	8.6	9.6	2.8	6.2	3.5	7.8	7.6
5. Contractual services (including rentals).....	3.4	2.2	( <sup>2</sup> )	24.9	10.2	( <sup>2</sup> )	5.2
6. Drugs and chemicals, surgical, hospital, and laboratory apparatus.....	7.7	6.5	8.2	6.2	3.5	8.3	7.1
7. Printing and forms, books, stationery, and office equipment.....	6.4	4.9	1.1	2.1	8.8	5.9	5.7
8. Textiles and dry goods.....	2.0	2.4	4.1	4.2	4.3	2.7	2.6
9. Electrical equipment and supplies.....	1.3	9.8	1.5	2.3	2.4	2.5	2.6
10. Furniture, fixtures, and office equipment.....	2.4	1.4	.2	1.0	4.0	1.5	2.1
11. All other.....	10.0	8.3	7.2	11.0	12.1	13.2	10.0
12. Unclassified.....			28.7				2.1
Total purchases (thousands) <sup>3</sup> .....	\$29,082	\$6,099	\$3,721	\$3,652	\$5,140	\$1,534	\$49,228

<sup>1</sup> The year for which data are reported differs from city to city. For Cincinnati data are for the 1939 calendar year; for Newark the 1938 calendar year; for Washington the year ending November 30, 1938; for New York the 1937 calendar year; for Detroit the 1936 calendar year; and for Boston the 1935 calendar year.

<sup>2</sup> No report; probably arranged for by the operating departments.

<sup>3</sup> Total purchases for New York, Detroit, and Cincinnati are different from those in table V, because the figures given in the 2 tables are for different years.

Comparison of this table with that in chapter I<sup>8</sup> showing the type of commodities purchased by the Federal Government discloses similarities not only as regards the commodities purchased but as regards

their relative importance in terms of expenditure. Thus the largest expenditure both for the cities and the Federal Government was for construction materials. Food accounted for 14.6 percent of all Federal expenditures and for 16 percent of the total for the six cities. Contractual services were important both to the Federal Government and the municipalities. Fuels and lubricants were a more important item for the cities, ranking second in the municipal table, and ninth for the Federal Government. In both tables motor vehicles were important, ranking fourth in one case and sixth in the other. Likewise, textiles and dry goods, electrical equipment and supplies, and stationery and office supplies are major items in both Federal and municipal purchasing. The most striking difference between the two tables lies in the large expenditure of the Federal Government for military items. While police departments of cities buy some arms and ammunition, the amounts spent are almost negligible relative to other purchases. On the other hand, cities purchase some items, such as fire hose, recreational and athletic equipment, and traffic signals and street signs which the Federal Government either does not purchase at all, or purchases in small amounts. Certain articles used primarily in hospitals and other institutions, are purchased by both Federal and municipal governments, but appear to be relatively more important for the latter. These include surgical, hospital, and laboratory equipment; drugs, medicines, and sundries; and tableware, kitchenware, and household equipment. Furniture and office equipment, and stationery and supplies are fairly important purchases at all levels of government.

If reports were available for States, construction materials might bulk even larger and highway construction machinery would probably be a considerable item, because of the importance of the highway function.

## CHAPTER III

### INDICATIONS OF DISORDERLY TIMING OF FEDERAL PURCHASE ORDERS

#### 1. EXTENT OF UNEVENNESS OF TIMING

Examination of purchase orders of 45 Federal agencies in the 12-month period December 1937 to November 1938 reveals that such orders are by no means spread evenly through the year.<sup>1</sup> This fact means that, at least potentially, the Federal Government can—by greatly expanding or contracting demand for particular commodities at a given time—cause unnecessary fluctuations in the prices paid by it and by private buyers. Even if all the 45 agencies involved be considered together, it is found that, in June of the period studied, 13 percent of the dollar volume of purchase orders for the entire year was made. If it had happened that purchases had been distributed equally among the 12 months, the purchases in any one month would have been 8½ percent of the year's total. An agency which has reserved part of its appropriation during the fiscal year to provide against possible contingencies is ordinarily faced in June with the alternative of ordering something which it has needed but has done without, and the alternative of permitting an unencumbered balance to revert to the Treasury.

Tables X and XI, considered together, show each Federal agency which, in at least 1 month of the 12 months surveyed, issued 15 percent or more of its total dollar volume of purchase orders for the period. In all, there were 21 such agencies. Table X shows that of the 21 agencies there were 11 for which June was the maximum month. The Works Progress Administration (one of these 11) accounted for 21 percent of all purchases made in the year by the 45 agencies studied. The Department of Agriculture accounted for 5 percent; the other 9 of these 11 agencies, less than 1 percent altogether. Each of the 11 agencies made purchases in June of more than twice the amount of its average monthly purchases.

<sup>1</sup> See Report of the Procurement Division Group, p. 46 and appendix B. As has been stated above, in ch. I, it is estimated that the 45 agencies covered by the Report of the Procurement Division Group accounted for more than 99 percent of all Federal purchases in the period covered. In consequence, in chs. III and IV of the present report the purchases of these agencies are considered as constituting the entirety of Federal purchases for that period (unless the contrary is indicated).

TABLE X.—*Federal agencies issuing their maximum dollar volume of purchase orders in June or July*<sup>1</sup>

[December 1937 through November 1938]

Agency	June purchase orders expressed as percent of monthly average	July purchase orders expressed as percent of monthly average	Percent of year's dollar volume to total for 45 agencies
Department of Agriculture.....	263	73	5
American Battle Monuments Commission.....	472	122	(2)
Civil Service Commission.....	252	80	(2)
Federal Trade Commission.....	389	38	(2)
Home Owners' Loan Corporation.....	234	30	(2)
International Boundary Commission, United States and Mexico.....	207	94	(2)
National Archives.....	332	47	(2)
Reconstruction Finance Corporation.....	222	63	(2)
Rural Electrification Administration.....	256	101	(2)
Social Security Board.....	222	62	(2)
Works Progress Administration.....	218	130	21
Total (11 agencies).....	227	118	26

<sup>1</sup> (a) No agency is included for which the maximum month's purchase orders amounted to less than 15 percent of the 12-month total; (b) no agency had July as a maximum month.

<sup>2</sup> Less than 1 percent.

Source: Report of the Procurement Division Group, p. 46. (See appendix III of the present report.)

TABLE XI.—*Federal agencies issuing their maximum dollar volume of purchase orders in some month other than June or July*<sup>1</sup>

[December 1937 through November 1938]

Agency	Maximum month	Maximum month's purchase orders expressed as percent of monthly average	Percent of year's dollar volume to total for 45 agencies
Alley Dwelling Authority.....	February.....	316	(2)
Civilian Conservation Corps.....	May.....	363	(2)
Commodity Credit Corporation.....	August.....	482	(2)
Farm Credit Administration.....	March.....	191	(2)
Government Printing Office.....	October.....	202	(2)
Interstate Commerce Commission.....	May.....	185	(2)
Library of Congress.....	October.....	221	(2)
National Advisory Committee for Aeronautics.....	do.....	213	(2)
United States Tariff Commission.....	May.....	298	(2)
Tennessee Valley Authority.....	August.....	211	2
Total (10 agencies).....	.....	212	2

<sup>1</sup> No agency is included for which the maximum month's purchase orders amounted to less than 15 percent of the 12-month total.

<sup>2</sup> Less than  $\frac{1}{10}$  of 1 percent.

<sup>3</sup> One-tenth of 1 percent (0.1 percent).

(Source: Report of the Procurement Division Group, page 46. (See appendix III of the present report.)

Of the 11 agencies listed in table X as having each issued its maximum dollar-volume of purchase orders in June, most made a rather small percentage of their respective purchases in July. But in the important case of the Works Progress Administration, the dollar volume of purchases in July was above the agency's monthly average.

Striking evidence that purchases fall in an uneven time pattern can be found outside the months of June and July for the Tennessee Valley Authority and for several agencies whose procurement requirements are, by comparison to those of the Authority, small. (See table XI.) The Commodity Credit Corporation made purchases in



August almost five times as great as the Corporation's monthly average. In the case of the Alley Dwelling Authority's purchases in February, and in the case of the Civilian Conservation Corps' purchases in May, purchases amounted to more than three times the average monthly purchases of the agency. The Tennessee Valley Authority made purchases in August more than twice the amount of its monthly average, after having approached this ratio (2 to 1) in June and July. (T. V. A. figures for June and July are not shown in the tables.)

TABLE XII.—Commodity classes for each of which the maximum dollar-volume of purchase orders was issued in June or July<sup>1</sup>

[December 1937 through November 1938]

Federal Standard Stock Catalog commodity class <sup>2</sup>	June purchase orders expressed as percent of monthly average	July purchase orders expressed as percent of monthly average	Percent of year's dollar-volume to total for 83 classes
5. Flags and bunting.....	288	123	(3)
10. Boilers and engines (boat, power).....	336	67	(3)
21. Cordage, hemp, and jute.....	241	53	(3)
24. Duck and canvas.....	169	390	(3)
26. Furniture.....	192	74	1 2
27. Drygoods, floor coverings, and bedding.....	379	121	
28. Blank forms.....	180	120	(1)
30. Bathroom fixtures.....	227	94	(3)
32. Fire-surfacing and heat-insulating material.....	390	56	(3)
34. Leather, belting, and harness.....	248	139	(3)
37. Athletic equipment and apparel.....	189	142	(3)
39. Lumber, barrels, and boxes.....	195	114	2 1
42. Hardware.....	191	88	
54. Office equipment (including typewriters).....	263	114	1
57. Hospital and laboratory apparatus and supplies.....	201	65	1
59. Building material (including brick and cement).....	309	149	9
63. Tableware (including china and silver).....	82	219	(3)
67. Forage, trees, and seeds.....	206	63	1
70. Agricultural implements.....	171	176	
73. Caps, gloves, and furnishings.....	322	105	(2)
74. Individual equipment (field and landing force).....	310	13	(3)
104. Exchange allowances.....	278	335	(3)
Total (22 classes).....	282	129	20

<sup>1</sup> No commodity class is included for which the maximum month's purchase orders amounted to less than 15 percent of the 12-month total.

<sup>2</sup> In the period indicated, the Federal Standard Stock Catalog had only 74 commodity classes (classes 1-74). The Procurement Division Group, for the purposes of its study, used also nine noncommodity classes (classes 101-105, 107, 108, 125, 126), including a miscellany labeled "Unclassified." Class numbers are shown in the left-hand margin of this table.

<sup>3</sup> Less than 1 percent.

Source: Report of the Procurement Division Group, pp. 19-26 and appendix B. (See appendix III of the present report.)

Equally striking, and even more significant in considering the effect of Government buying practice on price levels and price stability, are the data on the percentages of particular classes of commodities bought in particular months. Tables XII and XIII present facts similar to those in tables X and XI, respectively, but on the basis of the 83 commodity classes of the Federal Standard Stock Catalog<sup>2</sup> instead of by agencies. Considered together, tables XII and XIII present all of the 51 commodity classes in each of which, in at least one month, the purchase orders amounted to 15 percent or more of the

<sup>2</sup> In the period indicated, the Catalog had only 74 commodity classes. The Procurement Division Group, for the purposes of its study, used also nine noncommodity classes, including a miscellany labeled "Unclassified." Throughout the present report, in references to Procurement Division Group data broken down by the Catalog classes, the total of 83 classes is had in mind, i. e., the present report follows the earlier report's usage on this point.

annual total for that class. These 51 classes accounted for 46 percent of all Federal purchases in the 12 months studied. Table XII shows that, of the 51 classes, there were 18 for which June was the peak month. Twenty percent of all Federal purchases in the 12 months fell in these 18 classes. July was the maximum month for 4 classes; viz, No. 24, duck and canvas; No. 63, tableware (including china and silver); No. 70, agricultural implements; No. 104, exchange allowances.

TABLE XIII.—Commodity classes for each of which the maximum dollar-volume of purchase orders was issued in some month other than June or July <sup>1</sup>

[December 1937 through November 1938]

Federal Standard Stock Catalog commodity class <sup>2</sup>	Maximum month	Maximum month's purchase orders expressed as percent of monthly average	Percent of year's dollar-volume to total for 83 classes
1. Guns and mountings.....	September.....	347	4
2. Arms, small.....	October.....	430	( <sup>3</sup> )
3. Mines, nets, and torpedoes.....	May.....	402	( <sup>3</sup> )
4. Ammunition and blasting apparatus.....	October.....	229	2
6. Anchors and ground tackle.....	May.....	862	( <sup>3</sup> )
9. Boats.....	April.....	184	( <sup>3</sup> )
11. Pumps.....	October.....	229	( <sup>3</sup> )
12. Boat and ship fittings.....	do.....	246	( <sup>3</sup> )
13. Engine-room fittings.....	August.....	243	( <sup>3</sup> )
15. Electric cable and wire.....	November.....	230	1
16. Radio and sound-signal apparatus.....	October.....	317	2
17. Electric apparatus and accessories.....	September.....	182	3
18. Precision instruments.....	October.....	190	1
20. Submarine material.....	do.....	366	( <sup>3</sup> )
23. Boat and ship utensils.....	November.....	257	( <sup>3</sup> )
29. Toilet articles.....	December.....	215	( <sup>3</sup> )
36. Musical instruments and music.....	August.....	361	( <sup>3</sup> )
38. Brooms and brushes.....	March.....	264	( <sup>3</sup> )
43. Bolts, rivets, and screws.....	do.....	230	( <sup>3</sup> )
48. Metal shapes and structural metal.....	January.....	216	1
49. Aircraft.....	February.....	301	6
55. Textile clothing and knitted goods.....	August.....	443	3
58. Railway, dock, and yard equipment.....	September.....	188	( <sup>3</sup> )
60. Boilers and engines (ship, power).....	January.....	390	1
61. Gyro-compasses.....	April.....	401	( <sup>3</sup> )
65. Ovens and stoves.....	October.....	231	( <sup>3</sup> )
68. Livestock.....	do.....	232	( <sup>3</sup> )
71. Badges and medals.....	August.....	180	( <sup>3</sup> )
72. Boots and shoes.....	May.....	454	1
Total (29 classes).....		300	26

<sup>1</sup> No commodity class is included for which the maximum month's purchase orders amounted to less than 15 percent of the 12-month total.

<sup>2</sup> In the period indicated, the Federal Standard Stock Catalog had only 74 commodity classes (classes 1-74). The Procurement Division group, for the purposes of its study, used also 9 noncommodity classes (classes 101-105, 107, 108, 125, 126), including a miscellany labeled "Unclassified." Class numbers are shown in the left-hand margin of this table.

<sup>3</sup> Less than 1 percent.

Source: Report of the Procurement Division Group, pp. 19-26, and appendix B. (See appendix III of the present report.)

Of the 18 classes in table XII having June as their peak month, there were 9 for which July was a less-than-average month (and 9 for which July was a more-than-average month). Yet it should be noted that one class which reached its peak in June but went above its monthly average again in July was No. 59, building material (including brick and cement). The importance of this item among Federal purchases is brought out sharply by the fact that 9 percent of the total dollar-volume of purchases in all classes, for the year considered as a whole, fell in this class.



Class No. 27, dry goods, floor coverings, and bedding, accounted for 3 percent of all Federal purchases in the period studied. In this commodity class, June purchases were almost 4 times as great as the monthly average. The same ratio (nearly 4 to 1) applies also to class No. 32, fire-surfacing and heat-insulating material. For each of 4 additional classes, the ratio of June purchases to monthly average was greater than 3 to 1. Among these was the important No. 59, building material (including brick and cement). Of the total 18 classes each having June as its peak month and each having June purchases equal to at least 15 percent of the class' total for the year, there were 13 each having June purchases at least twice as great as its monthly average. These 13 classes accounted for 15 percent of all Federal purchases made during the year.

Of the four classes each having July as its peak month, each except one exceeded its monthly average in June also. In each of two of these four classes, the ratio of July purchases to the monthly average was greater than 3 to 1.

Table XIII shows that uneven timing is by no means solely a matter of buying heavily at the very end or the very beginning of the fiscal year. In class No. 6, anchors and ground tackle, the purchases in May were considerably over eight times the amount of the monthly average. The ratio of maximum-month purchases to the monthly average was more than 4 to 1 in No. 2, arms, small; No. 3, mines, nets, and torpedoes; No. 55, textile clothing and knitted goods; and No. 72, boots and shoes. Class No. 55 is quite important in Federal purchasing, as it accounted for 3 percent of all Federal purchases in the period as a whole.<sup>3</sup>

## 2. SIGNIFICANCE OF TIMING

In interpreting the extent to which Federal purchases are concentrated in 1 month out of 12, it should be remembered that uneven timing may represent either orderly buying practices or disorderly buying practices—depending upon the market situation. Moreover, the unevenness of timing may conceivably have been in some degree accounted for by sudden addition of new functions to particular agencies, or by emergency problems which required particular agencies suddenly to expand some of their activities. In general, the information is not available for full appraisal of the extent of disorderly buying practices. However, the presumption is strong that June of 1938 was not a peculiarly favorable month for purchasing all of the commodities the purchases of which were concentrated in that month.

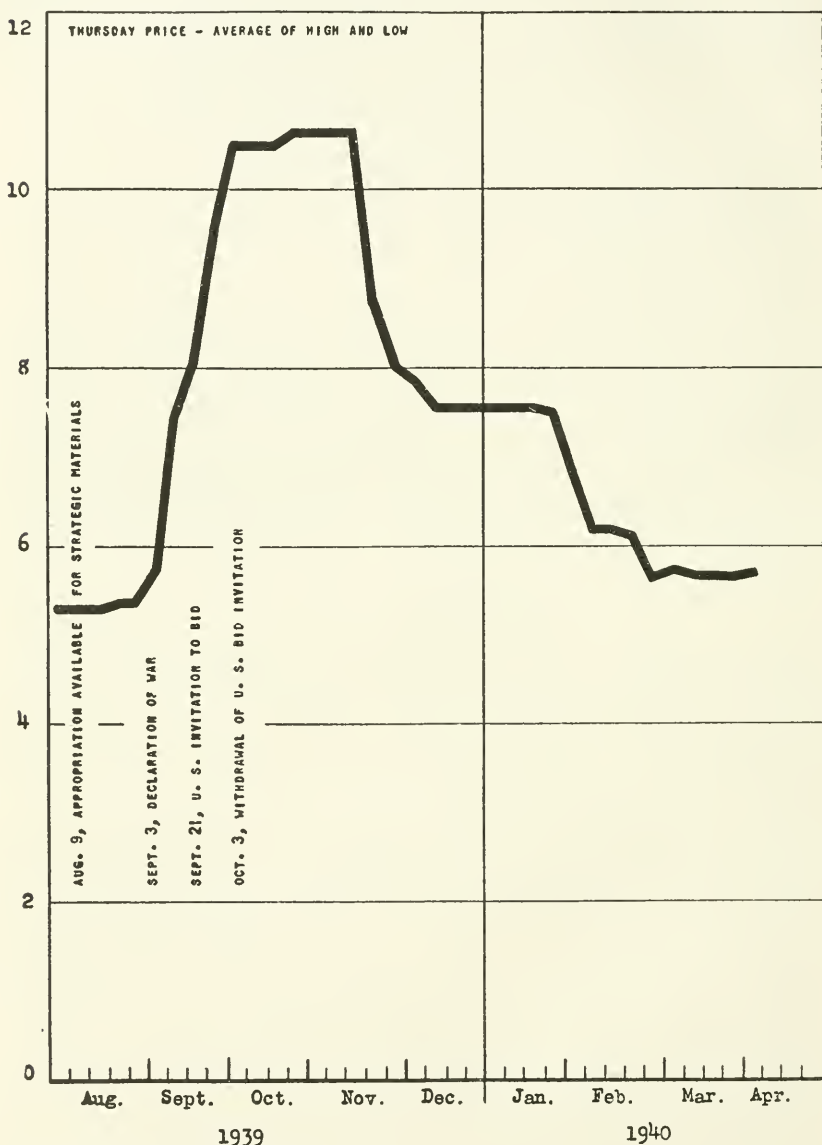
There have been instances in which the Federal Government is alleged to have placed such large orders for particular commodities at a given time that the price sharply increased, but in which, it is said, any serious harm to the Government was forestalled by a change of plans. However, timing can be disorderly even if the Government does not cause price rises by the timing of its purchases. A recent striking illustration of the need for better timing of Government purchases occurred in the market for manila hemp. The *Strategic and Critical Materials Act*<sup>4</sup> was approved June 7, 1939. The initial appropriation for purchases under it became available in August

<sup>3</sup> To illustrate that 3 percent of the aggregate of Federal purchases is no mean sum, it may be stated that the purchases in class No. 55 in the year studied amounted to more than \$27,000,000.

<sup>4</sup> 53 Stat. 811, ch. 190, 76th Cong., 1st sess. See below, p. 58.

1939.<sup>5</sup> On August 22, 1939, the Procurement Division received from the Army and Navy Munitions Board the necessary authorization

CHART I.—Prices of Manila Hemp at New York, Grade I (Fair, Current Shipment)  
[Cents per pound]



Source: Journal of Commerce

for it to invite bids on manila hemp, which it did after obtaining from the Secretaries of War and the Navy, approval of specifications as

<sup>5</sup> "Third Deficiency Appropriation Act, fiscal year 1939" [sic] 53 Stat. 1301, ch. 633, 76th Cong., 1st sess., August 9, 1939, was the date of approval; and the funds became available immediately.

required by law. Weekly price data <sup>6</sup> show that on August 3, 10, and 17, 1939, the price on the New York market was 5.31 cents per pound; on August 24 and 31 it was 5.38 cents per pound. (See chart I.) By September 21, presumably as a result of the outbreak of the European war, the price was 8.06 cents. On that date, the United States Procurement Division issued its bid invitation—for 2,531 long tons <sup>7</sup> of the commodity, to be delivered to the United States Army Supply Base, South Boston, within 6 months from the date of the purchase order.<sup>8</sup> By September 28, 1939, the New York price reached 9.50 cents, 17 percent above the September 21 price and 76 percent above the August 24 price. The price on October 5 was 10.50 cents, or 30 and 95 percent above the September 21 and August 24 prices, respectively. On October 3, the Federal invitation was withdrawn, with some reaction in the market. By February 1, 1940, the price had declined to 6.81 cents, an amount 27 percent greater than the price on August 24, 1939. Fortunately, this instance of the Federal Government's entering the market at a time spectacularly unfavorable to it is not frequently equaled. But it serves as a warning.

In those markets in which Government purchases represent an important proportion of the total demand, orderly marketing practices are desirable both from the point of view of efficient procurement and from the point of view of promoting business stability. The importance of the Federal Government as a buyer, in some fields, may be illustrated by the fact that in a recent period (antedating the European war and the United States' 1940 defense program), the Government purchased ammunition costing more than 20 percent of the value of the total national output and purchased aircraft costing about 40 percent of the value of the total national output.<sup>9</sup> Because the Federal Government is a large factor in the bond market, the need for orderly marketing practices in that field has long been recognized. The case for an intelligent, carefully planned program of procurement in a number of other markets is also clear.<sup>10</sup>

Even where the Government is a minor factor in the total demand for a commodity, planned timing offers important opportunities for economy. Well-timed buying calls for timing on the basis of market conditions rather than on the basis of exigencies arising primarily out of appropriation practices.<sup>11</sup>

<sup>6</sup> Each manila-hemp price referred to in the above paragraph or in chart I is an unweighted average of the highest price and the lowest price quoted on the date mentioned, each date being a Thursday. The data from which these averages were computed were obtained from the Bureau of Labor Statistics, which uses as its source the Friday issues of the *Journal of Commerce*, New York. For convenience, the price data on only one grade of manila hemp, viz, grade 1 (fair, current shipment), are used in the above paragraph and in the chart.

<sup>7</sup> 21,000 bales of 270 pounds each.

<sup>8</sup> In the calendar years 1936-38 the average annual amount of manila hemp imported into the United States was 36,700 long tons. (Bureau of Foreign and Domestic Commerce, Foreign Commerce and Navigation of the United States, issues for 1936 and 1937; Monthly Summary of Foreign Commerce of the United States, issue for December 1938.) In that period, 1936-38, the Philippine Islands, where most manila hemp is produced, had an average annual export of 155,400 long tons of the commodity (Reports of the Philippine Insular Collector of Customs).

<sup>9</sup> In the computation of these percentages, neither the national output figure on aircraft nor that on ammunition included the output of establishments operated by the Federal Government. Similarly, the figures on Federal purchases of the respective 2 commodities included no part of the output of such establishments.

Moreover, the figure on Federal purchases of ammunition covered only contracts awarded under the Walsh-Healey Act; i. e., all those contracts each of which had a value in excess of \$10,000. This fact makes for understatement of the importance of the Federal Government as a purchaser of the commodity.

<sup>10</sup> It is of course true that, in the timing of governmental purchases, neither economy nor business stability nor a combination of the two is necessarily the most important consideration; but, on the other hand, economy and even such a consideration as national safety are not necessarily alternatives to each other between which a choice has to be made.

<sup>11</sup> Sec. 2 of ch. VII includes, among other things, an analysis of some of the statutory factors which affect the timing of purchases, and a discussion of certain possibilities of statutory change directed toward improvement in the timing of procurement. Still further aspects of improvement in timing are dealt with in ch. IX.



## CHAPTER IV

### INDICATIONS THAT SOME PRICES PAID ARE UNFAVORABLE TO THE GOVERNMENT

#### 1. EXTENT OF IDENTICAL BIDDING ON FEDERAL PROCUREMENT CONTRACTS

Included in the information presented in the Report of the Procurement Division Group are some data which establish a strong presumption that in a substantial number of instances the Government makes purchases at prices which are too high, because of the absence of genuinely competitive bidding. In the present study these data are further analyzed.

The Procurement Division Group divided into three classes the Federal bid openings that resulted in identical bids. Two classes are of special interest: Class I—bid openings in which bids are identical in all respects; class II—bid openings in which, of all bids received, two or more which are the lowest are identical in all respects. In both of these types of case the presumption is strong that the Government, in order to buy at the most favorable price available to it, must choose among bidders who have combined to keep the price above a competitive level. Prices thus arrived at are presumptively unfair to the Government even if there be no discrimination against it in comparison to other buyers (i. e., even if the unfairness applies against all buyers alike). Money lost to the Government is no less lost if other buyers of particular commodities are also paying more than they should have to pay.

The third class of identical bids includes all other bid openings in which identical bids resulted.<sup>1</sup> There is not necessarily a presumption in such cases that—because of the absence of truly competitive bidding—the Government is paying more than it should. Indeed, if the lowest bid in such an instance is not the result of a collusive arrangement designed to give the mere appearance of price competition, the Government as a purchaser may well afford to be indifferent to any collusion among the higher bidders.

Identical bidding of class I or II suggests, although it does not definitely prove, collusion. There may be some instances of identical bidding that involve no unlawful agreement. For example, patent protection may in some situations lawfully result in identical prices at several outlets.<sup>2</sup> On the other hand it has been alleged that there are instances of nonidentical bidding that do involve unlawful agreement as to the prices to be offered and even as to which bidder shall

<sup>1</sup> Class III was defined in the Report of the Procurement Division Group as follows: "Of all bids received, two or more, which are identical in all respects, are higher than one or more of the other bids received." Class III was apparently not meant to include any bid opening in response to which there were two or more identical bids which were the lowest bids received and also two or more identical bids other than these. Apparently all such bids would be assigned to class II.

<sup>2</sup> Even a patent does not provide a legal right to unlimited control of price. See the Supreme Court's important decision in *Ethyl Gasoline Corporation et al. v. U. S.* (309 U. S. 436) (March 25, 1940).



have the privilege of bidding lowest.<sup>3</sup> If class I and II cases of identical bidding are taken as an index of effective collusion against governmental buying units, it is impossible to say whether we have an understatement or an overstatement of the unfavorable circumstances encountered by the Government as a buyer.

TABLE XIV.—Federal agencies in which 10 percent or more of bid openings resulted in class I and II identical bids

[December 1937 through November 1938]

Agency	Percentage of number of bid openings of each agency resulting in class I and II identical bids	Dollar volume of all purchase orders	Percent of dollar volume of purchase orders to total for 45 agencies
		<i>Thousands</i>	
Interstate Commerce Commission.....	34	\$330	(1)
Commodity Credit Corporation.....	26	96	(1)
Rural Electrification Administration.....	26	138	(1)
Department of Agriculture.....	25	45,596	5
Department of Justice.....	22	7,542	1
District of Columbia Government.....	15	5,140	(1)
Subtotal (6 agencies).....	2 15	58,842	6
Federal Trade Commission.....	14	158	(1)
National Training School for Boys.....	12	133	(1)
Securities and Exchange Commission.....	12	351	(1)
Veterans' Administration.....	12	20,777	2
Department of the Interior.....	10	55,736	6
Navy Department.....	10	215,149	23
Home Owners' Loan Corporation.....	10	1,275	(1)
Subtotal (7 agencies).....	10-14	293,579	31
Total (13 agencies).....	2 10	352,421	37
Other agencies (26) <sup>3</sup> .....	0-9	560,981	63
Total (45 agencies).....		913,402	100

<sup>1</sup> Less than 1 percent.

<sup>2</sup> Or more.

<sup>3</sup> Six agencies reported no bid openings; e. g., the procedures of the Works Progress Administration were and are handled by the Procurement Division.

Source: Report of the Procurement Division Group, pp. 46 and 71. (See appendixes III and IV of present report.)

Of the 45 Federal agencies <sup>4</sup> studied by the Procurement Division Group for the period December 1937 through November 1938, 39 reported bid openings.<sup>5</sup> Of the three-hundred-and-thirty-thousand-odd bid openings of these agencies, 10 percent resulted in identical bids of class I or II. Twenty-three percent, or more than 76,000, resulted in identical bids of class I, II, or III. There was wide variation among agencies in the percentage of bid openings resulting in identical bids. In class I (not shown by itself in table XIV) the range was from 0.5 percent for the Post Office Department to 34 percent for the Interstate Commerce Commission. In classes I and II considered together (see table XIV) there were 6 agencies in which the number of bid openings involving identical bids was at least 15 percent, and 7 agencies having a percentage as great as 10 but less than 15. These 13 agencies each of which received class I or II

<sup>3</sup> Cf. *U. S. v. William F. Hess et al.* in ch. VIII, sec. 1, below.

<sup>4</sup> See appendix IV, table XX, of the present report.

<sup>5</sup> One agency reporting no bid openings was the Works Progress Administration. As noted above, its bid procedures were and are handled entirely by the Procurement Division.

identical bids in response to 10 percent or more of its bid openings accounted for 37 percent of the total dollar volume of purchase orders of the 45 agencies studied.<sup>6</sup>

For purposes of a "special study" within the Procurement Division Group's study, the group requested from the reporting agencies examples of bid openings resulting in identical bids, concerning which certain detailed information was to be supplied about each bid opening individually. Over 25,000 such bid openings, occurring between July 1, 1937, and May 1, 1939, were reported in that manner. (Some of these, of course, were included also in the seventy-six-thousand-odd bid openings referred to above, all of which occurred in the period December 1937 through November 1938.) Fifty-three percent of these twenty-five-thousand-odd examples were class I or II bid openings and 47 percent were in class III. Of the seventy-six-thousand-odd bid openings referred to above, 42 percent were in class I or II and 58 percent in class III.

Concerning each of the twenty-five-thousand-odd examples of identical bidding, the Procurement Division Group asked whether the reported practice was "invariable," "common," "occasional," or "unusual." The most significant feature of the information available from this inquiry is probably that showing the number of bid openings of classes I and II in which the practice of identical bidding was reported as "invariable" or "common." Table XV presents the facts about identical bidding in selected industry subgroups in which such ratings were especially frequent.

TABLE XV.—*Reported examples of identical bidding on Federal contracts in selected industry subgroups*

[July 1, 1937, to May 1, 1939]

Census index Number and industry subgroup	Number of bid openings		
	Classes I and II		Classes I, II, and III
	Total	"Invariable" or "common"	
102. Bread and other bakery products.....	110	66	169
104. Canned and cured fish, crabs, shrimps, etc.....	65	29	118
105. Canned and dried fruits and vegetables.....	185	111	350
106. Cereal preparations.....	45	29	63
111. Condensed and evaporated milk.....	104	86	148
117. Food preparations, n. e. c.....	482	250	844
123. Meat packing, wholesale.....	103	39	186
130. Sugar, cane, excluding products of refineries.....	24	15	51
309. Furniture, including store and office fixtures.....	102	77	207
407. Paper.....	179	167	416
510. Printing and publishing: Newspaper and periodical.....	94	90	166
602. Ammunition and related products.....	25	24	47
610. Compressed and liquefied gases.....	58	45	79
630. Salt.....	43	33	65
705. Petroleum refining.....	295	229	425
802. Rubber goods, excluding tires, tubes, boots, and shoes.....	101	61	233
1002. Cement.....	910	714	1,271

<sup>6</sup> As has been explained in ch. I, all or some part of an agency's purchases may be made otherwise than as a result of its own bid openings. Hence, a large volume of purchases by an agency, coupled with an extensive experience in receiving identical bids, does not necessarily mean that all of this large volume is purchased under the unfavorable circumstances indicated by the agency's frequent receipt of identical bids. Even if we make a liberal allowance for this qualification, however, there is a strong presumption that the Government, as a buyer, is in a substantial number of cases victimized by private price fixers.

Conversely, an agency's bid openings may relate not only to purchases for itself but also to purchases for another agency. With respect to the first agency, the information on the frequency or infrequency of bid openings resulting in identical bids would thus relate to a greater volume of purchases than is at first glance evident.

TABLE XV.—*Reported examples of identical bidding on Federal contracts in select industry subgroups—Continued*

[July 1, 1937, to May 1, 1939]

Census index Number and industry subgroup <sup>1</sup>	Number of bid openings		
	Classes I and II		Classes I, II, and III
	Total	"Invariable" or "common"	
1004. Clay products, other than pottery.....	343	254	607
1015. Minerals and earths, ground or other.....	395	272	593
1101. Bolts, nuts, washers, and rivets.....	149	118	325
1114. Plumbers' supplies, excluding pipe.....	331	242	978
1122. Structural and ornamental metal work.....	212	151	564
1207. Lighting equipment.....	72	54	142
1303. Electrical machinery, apparatus, and supplies.....	907	698	1,774
1318. Machine-tool accessories; machinists' precision tools.....	209	125	424
1407. Motor-vehicle bodies and parts.....	154	144	257
Other industry groups.....	7,854	.....	15,108
Total number of bid openings reported on individually.....	13,551	.....	25,610
Total, including bid openings not reported on individually.....	32,576	.....	76,705

Source: Report of the Procurement Division Group, pp. iv, 72-73, 105-107. (See appendix V of the present report.)

The more than 25,000 bid openings were classified by industry subgroups. Unfortunately it is not possible to compare either the number of bid openings of classes I and II reported for any industry subgroup in the "special study," or their dollar volume, with the number or dollar volume of all bid openings of the subgroup.<sup>7</sup> The best available indication as to the prevalence of tie bidding on Federal contracts is the number of all bid openings in classes I, II, and III. For all industry subgroups combined, this represents over 23 percent of the total number of bid openings (seventy-six-thousand-odd, as compared to three-hundred-and-thirty-thousand-odd).<sup>8</sup>

In the "special study," in each of eight industry subgroups the number of bid openings reported in classes I and II for which identical bidding was described as invariable or common was more than half the total number of class I, II, and III bid openings reported for the subgroups. These eight were No. 111, condensed and evaporated milk; No. 510, printing and publishing: newspaper and periodical; No. 602, ammunition and related products; No. 610, compressed and liquefied gases; No. 630, salt; No. 705, petroleum refining; No. 1002, cement; No. 1407, motor-vehicle bodies and

<sup>7</sup> The reporting agencies were not asked to break down the grand total of 330,000 bid openings by industry groups or subgroups or by commodity classes, as it was felt that the preparation of such a break-down would have placed an excessive burden on the agencies. Hence, it is also impossible to classify, by industries or by commodities, the total number of bid openings resulting in identical bids (76,000), for the information about these was gotten as an aspect of the information about the grand total of 330,000 bid openings.

In the "special study" (the work relating to the 25,000 examples), the Procurement Division Group found it necessary in some cases where one bid opening related to various types of commodities to make a somewhat arbitrary allocation (among the respective "industry subgroups").

As regards a dollar-volume comparison: the Report of the Procurement Division Group includes a commodity break-down of all purchases (a break-down by the classes of the Federal Standard Stock Catalog), but neither a commodity break-down nor an industry break-down of the total number of bid openings resulting in identical bids (76,000). In the "special study" of 25,000 examples of bid openings resulting in identical bids, the information which would make possible a determination of the total value of commodities in each of the 25,000 bid openings was collected; but this information was not tabulated. Hence (even apart from the fact that the time period of the 25,000 bid openings is not the same as that of the grand total of 330,000 bid openings), one cannot make an exact comparison of the dollar volume of the 25,000 bid openings, with the dollar volume of the 330,000 bid openings, with or without a break-down by commodities.

<sup>8</sup> These figures do not come from the Procurement Division Group's "special study," but from the other part of the Group's survey. (In the present report, any reference to the Procurement Division Group's study applies to the Group's study as a whole, unless a different meaning is plainly indicated.)



parts. (See table XV.) In a sixth subgroup—No. 1303, electrical machinery, apparatus, and supplies—the ratio of “classes I and II: ‘Invariable’ or ‘common’” to “classes I, II, and III” is also outstandingly high.

While these statistics regarding bid openings in which one or more unsuccessful bidders have made the same bid as the successful bidder leave much to be desired, nonetheless the conclusion seems inescapable that something is wrong. Some of the instances of identical bidding were doubtless trivial, and legitimate explanations probably could be produced for a substantial number of others. But it would require an undue reliance upon coincidence to explain away anything like the entire number of instances of class I and class II identical bidding disclosed by the Report of the Procurement Division Group.

## 2. ILLUSTRATIONS OF FEDERAL AND MUNICIPAL DIFFICULTIES ON PRICES

In addition to the data presented in the Report of the Procurement Division Group, there is other evidence to show that the problem of identical bidding is a serious one in governmental purchasing. Nor is the problem confined to Federal agencies. Municipalities have been plagued with identical bids for some time. The United States Conference of Mayors has asked municipalities to report instances of identical bids which may result from collusive price-fixing, giving the names and addresses of bidders and the amount of each bid. These data have been turned over to the Federal Trade Commission for investigation. Also 35 cases were reported to the Federal Trade Commission directly by the Cincinnati purchasing department in 1938.

One example of action on the part of the Federal Trade Commission with respect to a commodity important to the cities (city water departments are extensive users of chlorine) was that taken as the result of a series of complaints about chlorine prices. The Federal Trade Commission on December 16, 1938, issued a cease-and-desist order against nine firms which manufactured substantially all the liquid chlorine sold in the United States. The Commission found that these firms divided the business for the entire country into zones and charged uniformly augmented prices in these zones. According to the Commission the industry had conspired since 1931 to charge such prices in violation of the Federal antitrust acts. The firms were ordered to cease and desist entering into any agreement or understanding to fix uniform prices or to divide the United States into zones for the sale of their products at uniform prices.<sup>9</sup>

Four years ago Secretary Ickes testified before the Senate Committee on Interstate Commerce as to the extent of, and the injury caused to the Government by, the practice of identical bidding. He reported that between June 1935 and March 1936 identical bids occurred at least 257 times in the Public Works Administration, the Reclamation Bureau, and the other bureaus of the Interior Department.<sup>10</sup> The expenditure involved was \$2,866,252.97. He felt that—

\* \* \* As the result of identical bids, the work of the Bureau of Reclamation has been seriously hampered. The Bureau is acting as a trustee in building irriga-

<sup>9</sup> Docket No. 3317—Federal Trade Commission. 27 F. T. C. 1413. Cf. below, pp. 107-109 and appendix VI for additional information concerning Trade Commission activity arising out of the buying experience of governments.

<sup>10</sup> To Prevent Uniform Delivered Prices—hearings before the Committee on Interstate Commerce, 74th Cong., 2d sess., on S. 4055, p. 286.

tion-works for the farmers who will pay the cost of construction in the end. They are able to meet their payments only by great industry and self-denial and if costs go beyond a certain point, it will become necessary to give up the building of such projects.

I might add that in the circumstances there does not seem to be much reason for continuing to ask for bids. If all prices are identical, we might as well bargain with a single firm.<sup>11</sup>

Three commodities of which the Federal Government has been a heavy purchaser are cement, steel, and tires. In each of them the problem of identical bidding has at times been acute.

Over half of the cement purchased by the Federal Government is used by the Reclamation Service. In the hearings referred to above, complaint was made about identical bids for cement used in the Grand Coulee, Casper Alcova, Owyhee Reclamation, and other projects.<sup>12</sup> Again, in connection with cement bids on the Colorado River project in Texas, bids were opened on January 28, 1936, for 365,000 barrels of cement divided into six items, delivery to be made at Beverly over a period ending in February 1938. Four companies submitted bids—the Universal Atlas Cement Co., Republic Portland Cement Co., Trinity Portland Cement Co., and the Lone Star Cement Co. On each item the bid of the four companies was identical. Mr. B. F. Affleck, president of the Universal Atlas Cement Co., before the Senate Committee on Interstate Commerce testified that with a few exceptions it was the practice in the cement industry east of the Rocky Mountains to quote delivered prices—that it was impossible to buy cement on any other terms,<sup>13</sup> and that the basing-point system had been used by the industry for about 40 years.<sup>14</sup> Senator Wheeler noted that if the Universal Atlas Co., whose mill was nearest to Beverly, had made the same price *at the mill* to the Government as the Lone Star Co. whose mill was farthest away, the saving to the United States would have been \$65,000, and that the order represented about half the annual output of the Universal Atlas mill at Atco. He then asked whether the Government had received any reduction by reason of the quantity purchased. Mr. Affleck, while admitting that the volume will reduce cost,<sup>15</sup> testified it was the policy of his company to charge the Government the same price as the little dealer who might buy only a carload a year, that if the price was cut this would almost certainly bring down the whole market.<sup>16</sup>

In an attempt to obviate this practice of identical bids the Reclamation Bureau asked for bids f. o. b. factory and was successful in one or two instances, but subsequently the companies refused to bid that way.<sup>17</sup> The Procurement Division of the Treasury Department has had the same experience, though in the far West it has been more successful in getting quotations f. o. b. mill.

A similar situation is set forth in the testimony on steel prices. Outstanding instances of identical bids on steel were cited in connection

<sup>11</sup> Ibid., p. 287. Elsewhere he stated his conviction that when bids are identical they are higher than they should be, and that consequently it takes more money to build a given project. In the case of the W. P. A. program he alleged that this has meant that employment could be given to fewer men with the money appropriated by Congress, and that it has also meant delay because of the necessity for re-advertising for bids. Even where this has been done it has been common to receive identical bids a second time; according to his testimony, "Seasoned bidders don't often weaken." He stated also that there has been an increasing tendency toward uniform bidding on the part of vendors and manufacturers. He cited especially examples of identical bidding in steel and cement, but submitted a long list of materials and equipment on which such bids had been received.

<sup>12</sup> Ibid., p. 287.

<sup>13</sup> Ibid., pp. 467 f.

<sup>14</sup> Ibid., p. 465.

<sup>15</sup> Ibid., p. 475.

<sup>16</sup> Ibid., p. 474.

<sup>17</sup> Ibid., p. 291.



with the huge Triborough Bridge project in New York, the Morehead, N. C., ocean terminal project, and the Miami, Fla., harbor project. In all these cases bids were identical to the second decimal point regardless of the point of shipment.<sup>18</sup> In the case of steel, however, there is reason for believing that instead of paying the same price as the private buyer, the Government pays more. Mr. D. A. Williams, president of the Continental Steel Corporation, explained why this might be the case. He stated that the published price in the trade papers was the starting point for his company in its price determination, but that after that the company quoted a discount which it thought would meet competition. However, it did not care to make this selling price known, and it did not care enough about public work to quote anything below the full price in its bids on Government projects.<sup>19</sup>

The testimony of Mr. Eugene Grace, president of the Bethlehem Steel Corporation, before the Temporary National Economic Committee, was also to the effect that the Government frequently paid more than the private buyer. Like Mr. Williams, Mr. Grace stated that his company departed from the base price when it became necessary to meet competition, and that such departures were common, but that when it came to sales to the Government his company nearly always bid the published prices. The following exchange then took place between Mr. A. H. Feller, Special Assistant to the Attorney General, and Mr. Grace:

Mr. FELLER. Is it correct, then, Mr. Grace, to say that during this period when the base price was fictitious as far as the trade was concerned, that it was not fictitious as far as the United States Government was concerned?

Mr. GRACE. I have told you what our policy was in quoting to the United States Government. That is as far as I can go.

Mr. FELLER. Your policy was that the published base price was a real price?

Mr. GRACE. That is the basis upon which we quoted and undertook to get Government business.<sup>20</sup>

Finally, the Procurement Division has been confronted in the recent past with persistent tie bidding on rubber tires and tubes, at progressively higher prices, although it then found means of reducing this evil in very substantial measure. Where all bids were identical, the Division's practice had been to let the contracts to all the bidders, leaving each using agency free to choose among them. For the half-year ending March 31, 1938, bids identical to the penny were received on each of 82 or more sizes of tires from 18 companies (including the major concerns) which had all likewise made identical bids on each of 82 or more sizes of tires for the two preceding half-years (with a progressive increase in the three periods). At the suggestion of the late Mr. Herman Oliphant, General Counsel of the Treasury Department, these bids for the half year ending March 31, 1938, were rejected and bids called for again. A second time the Procurement Division received identical bids for this period—indeed, a precise repetition of the first set. Mr. Oliphant then suggested that these companies be disregarded and a contract be negotiated privately.<sup>21</sup> It was the opinion of both the General Counsel and the Attorney General that identical bids, under the circumstances in the case, were

<sup>18</sup> *Ibid.*, p. 290.

<sup>19</sup> *Ibid.*, pp. 67 f.

<sup>20</sup> Hearings before the Temporary National Economic Committee, pt. 19, pp. 10596 ff.

<sup>21</sup> See ch. VIII, sec. 1b, for discussion of the Government's treble-damage suit against the 18 identical bidders.

presumptively collusive and warranted the purchasing agent in assuming that further attempts to follow section 3709 <sup>22</sup> of the Revised Statutes would be futile (since the purpose of that section, that being to secure the benefits of price competition, could not be carried out), and that therefore negotiation with a seller was called for.<sup>23</sup> A contract for passenger automobile and certain kinds of truck tires was accordingly negotiated with Sears, Roebuck & Co., the price agreed upon being lower than the tire companies had bid. When in the early part of 1938 supplemental bids on other lines of tires were called for, the major tire companies' bids were not identical. Since that time tire bids have not been identical and have been substantially lower than either the identical bids previously received or the prices agreed upon under the negotiated contract with Sears, Roebuck & Co.

### 3. COMPARISONS OF CERTAIN PRICES AND PRICE MOVEMENTS

At this point certain rough comparisons of prices paid by the Federal Government with wholesale prices paid by private buyers made in connection with this study may be of interest. Chart II shows movements of prices for 29 selected commodities <sup>24</sup> from the General Schedule of Supplies over a period of years, in comparison with movements of wholesale price quotations for the same articles reported to the Bureau of Labor Statistics. No clear divergence in trend between the corresponding curves representing wholesale prices paid by private buyers and prices paid by the Federal Government, is apparent on the chart. However, the year-to-year fluctuations of the curves appear to indicate that prices paid by the Government are sluggish in responding to changes in market conditions (as represented by Bureau of Labor Statistics wholesale price series). A certain amount of sluggishness may be accounted for by the fact that bids on Government contracts may be made from 2 weeks to 5 months before the contract becomes effective.

No very precise interpretation of this chart can be made. As far as possible, identical articles were selected from the General Schedule of Supplies and from Bureau of Labor Statistics data for comparison. However, it was not possible to get exactly the same size in each case, or to be sure the quality was the same. The latter particularly would have required considerably more investigation of the commodities than could be made in the time available. Nor was it always possible to be certain that there was no significant change from year to year in the quality of an article listed in the General Schedule of Supplies or covered by the Bureau of Labor Statistics price series.

Furthermore, in selecting dates for comparing prices of items included there were several possibilities. One was to choose arbitrarily a given date each year as a basis for price comparison. However, since the price paid by the Government under a General Schedule of Supplies contract was fixed for a period of several months, during

<sup>22</sup> Cf. ch. I, p. 5, footnote 5.

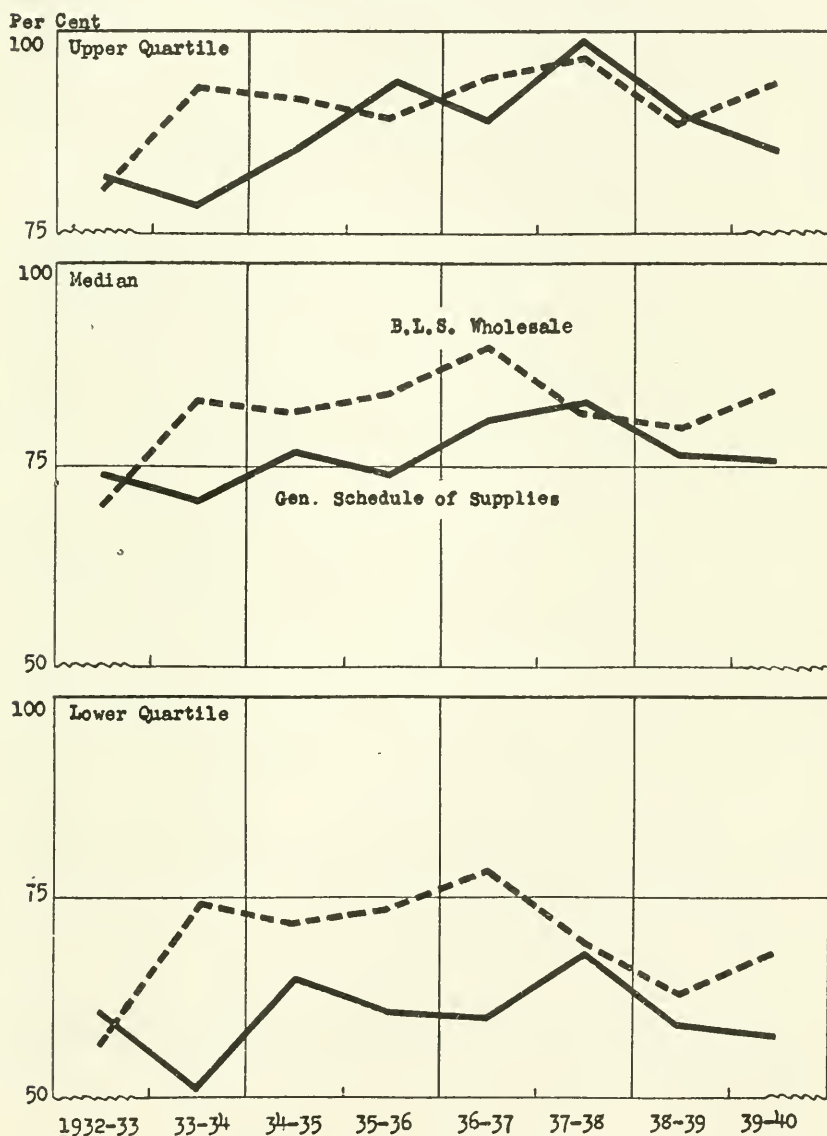
<sup>23</sup> Sec. 5, title 41 of the United States Code provides that: "When immediate delivery or performance is required by the public exigency, the articles or service required may be procured by open purchase or contract, at the places and in the manner in which such articles are usually bought and sold, or such services engaged, between individuals." It was even indicated by the General Counsel and the Attorney General that the purchasing agent might be without authority to accept an identical bid under the circumstances in this case.

<sup>24</sup> Sheet steel, steel bars, copper wire, southern pine flooring, fire-clay bricks, lampblack, shellac, white lead, linseed oil, turpentine, putty, litharge, soda-ash, anhydrous ammonia, lubricating oil, office desks, axes, hammers, leather belting, electric-light bulbs, cotton duck, unbleached cotton sheeting, blankets, dried beans, dried prunes, hominy grits, molasses, canned salmon, and canned peaches.

which the Bureau of Labor Statistics price quotation for the item in question might vary considerably, this procedure seemed unsuitable. Another possibility was to use for comparison the Bureau of Labor

CHART II.—General Schedule of Supplies and Bureau of Labor Statistics Wholesale Price Relatives—29 Selected Commodities

[1928-29=100]



Statistics price for the month in which bids were opened and the General Schedule of Supplies contract awarded. The difficulty here was the practical one of ascertaining the date on which bids were

opened for each class of commodities. The procedure adopted was to average Bureau of Labor Statistics monthly prices over the period of the General Schedule of Supplies contract. Thus if the contract for a particular item ran through the 1933 fiscal year, for example, an average was taken of the Bureau of Labor Statistics monthly prices from July 1932 to June 1933.

A series of annual relatives with the year 1928-29 as a base, was constructed for each commodity for the period covered. The relatives for all commodities in each year were arrayed in order of magnitude, and the upper quartile, median, and lower quartile <sup>25</sup> charted on separate grids. It should be emphasized that no one of the three parts of chart II shows relative levels of Bureau of Labor Statistics prices and General Schedule of Supplies prices; notably, the median part of the chart and the lower quartile part of the chart do not mean that the Bureau of Labor Statistics prices (i. e., wholesale prices) were higher than the General Schedule of Supplies prices.

A somewhat different way of presenting the same price comparisons is represented by chart III, which shows quartile ratios of prices from the general Schedule of Supplies to corresponding Bureau of Labor Statistics wholesale price quotations. In constructing this chart each General Schedule of Supplies price for an article was divided by a corresponding Bureau of Labor Statistics quotation. The resulting ratios were then arrayed in order of magnitude for each year and the upper quartile, the median, and the lower quartile located. It should be emphasized that the ratios plotted on this chart are not, except by accident, for the same commodities for which price relatives are plotted on the preceding chart.

This chart indicates that for the commodities studied the price level of the General Schedule of Supplies was above the wholesale price level. Moreover, the General Schedule of Supplies prices are actual, whereas unstandardized trade practices and discounts probably cause some of the price data reported to the Bureau of Labor Statistics to be overstatements of actual wholesale prices. This factor, to the extent that it exists, means that the wholesale price level is even farther below the General Schedule of Supplies price level than chart III indicates. It should be noted, however, that the same limitations apply to precise interpretation of this chart, which apply in the case of the preceding chart; also the comparison is based on price quotations from the General Schedule of Supplies only. As is pointed out in chapter I <sup>26</sup> only a small proportion of Federal purchases are made from the General Schedule of Supplies and most of this small proportion represents purchases made in Washington. It would be desirable, therefore, to make similar price comparisons between prices paid by the Federal Government for definite quantity purchases and wholesale market quotations. <sup>27</sup>

<sup>25</sup> The quartiles are those relatives which divide the total number of relatives for each year, arranged in order of magnitude, into 4 equal groups. Together they describe the degree and character of the variation of the relatives for each year. The median, or second quartile, has certain advantages over the mean as a measure of central tendency in this case, in that it is not affected by the magnitude of extreme items and eliminates the problem of weighting.

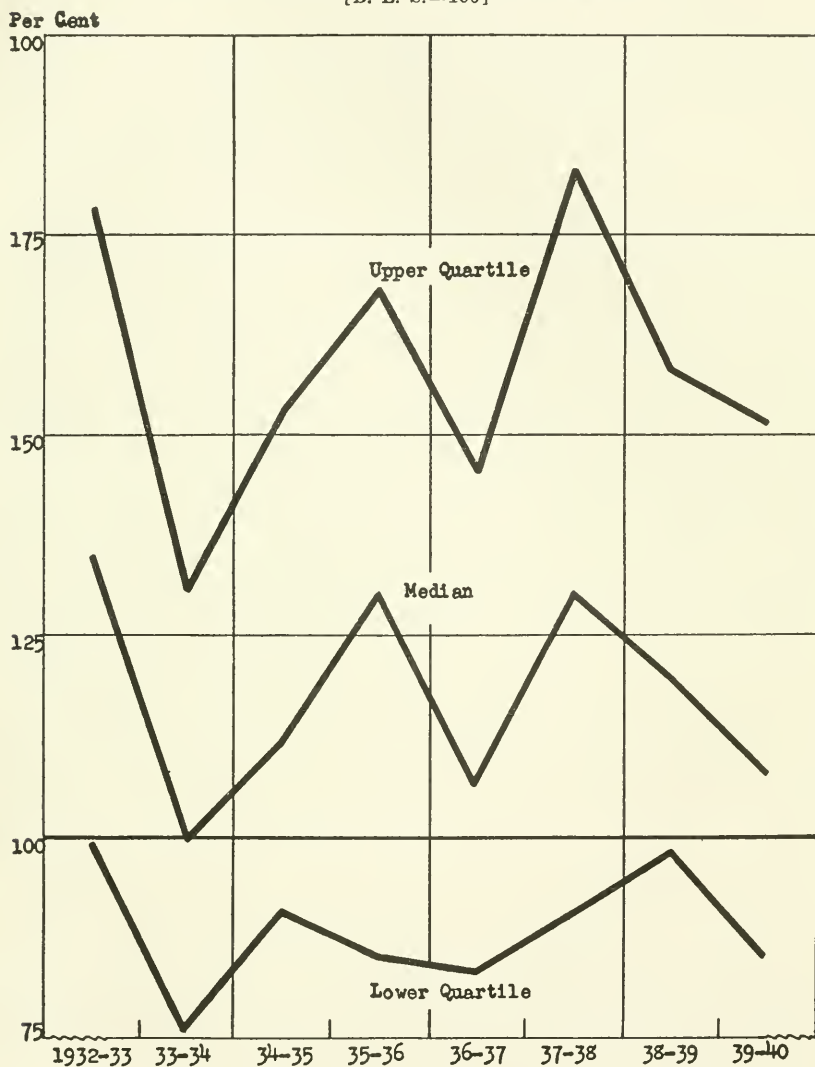
<sup>26</sup> See p. 11 above.

<sup>27</sup> For comparisons between prices paid by the Federal Government and prices paid by cities, see ch. VI, pp. 68 ff.



CHART III.—Ratios of General Schedule of Supplies to Bureau of Labor Statistics  
Wholesale Prices—29 Selected Commodities

[B. L. S.=100]







## CHAPTER V

### THE PROBLEM OF WAR PROCUREMENT

This study has thus far dealt with procurement under peacetime conditions. A study of Government purchases and the national economy would be incomplete without some reference to the procurement experiences of the World War and to preparations in connection with the Industrial Mobilization Plan for meeting our needs in the event of a future major war involving the United States.

To some extent, the problems of procurement in wartime are the same as those in peacetime. The need for an orderly program of purchasing would be even more urgent in the event of another major war than it is in peacetime. Development of sound peacetime procedures for orderly purchasing, such as a system of procurement budgeting, of adequate procurement records, and of improved mechanisms of coordination are important steps toward industrial preparedness that are urgently needed. The objective of making purchases at the most favorable prices obtainable would also continue in the event of a major war involving the United States. But as in the first World War, it would be necessary to put a high premium upon prompt delivery and accurate conformity to specifications. Emphasis upon favorable prices might, in part, give way to specially designed taxes and other devices for the recouping of excess profits. Perhaps the most distinguishing characteristics of wartime procurement are (a) that it must take place in markets in which supply and demand conditions are rapidly changing and (b) that Government demand becomes inevitably a major price-determining factor in a wide range of markets.

Satisfying the wartime requirements of the Government and the need for governmental controls affecting industry and prices are matters so closely related that, with respect to many markets, procurement techniques and price and production controls must be operated together. After a period of initial confusion, such a joint approach was made during the World War.

#### 1. EXPERIENCE DURING THE WORLD WAR—DISORDERLY PURCHASING

When the United States entered the war on April 6, 1917, it was almost completely unprepared. Despite the lessons of the war in Europe, there had been little effort to anticipate the problems of equipping and supporting huge modern armies. Information about even the commoner supplies was lacking. When Mr. Frank A. Scott organized the General Munitions Board immediately after the declaration of war, one of his first acts was to send to the General Staff for its studies in supply problems. In return he received a few pamphlets of no practical value whatsoever. When we faced the task of mobilizing our industrial resources, it became apparent that, while we were undoubtedly a wealthy nation of highly diversified resources, we did

not know how much we had or where it was to be found. Mr. Benedict Crowell, Assistant Secretary of War and Director of Munitions from 1917-20, holds that, "The lack of an inventory and catalog of American resources \* \* \* was the most serious lack which the war industrial program faced at the beginning, and the factor of most delay."<sup>1</sup>

Nor was there any central organization to coordinate the tremendous task of war purchasing. The procurement system of the Army was the same decentralized system the ineffectiveness of which had been demonstrated 19 years before in the Spanish-American War. Purchases were made through five (later eight) separate agencies representing the different operating bureaus. Bound by inflexible statutes, they operated independently of each other without even a central clearance office, buying in many cases the same classes of supplies for different uses. Thus, the Signal Corps bought certain kinds of blankets, the Medical Corps bought beds and blankets, and the Ordnance Department bought horse blankets. Since the Army did not buy by commodities, but by technical military uses of commodities, it was difficult to translate military requirements into the language of industry, which is not divided into groups for the production of engineer supplies, quartermaster supplies, ordnance supplies, etc., but is organized for the production of commodities which may fall into any or all of the military classifications. In addition each bureau maintained its own warehouses and system of distribution. Each had a different coefficient of military demands, with the result that for an army of a given size one would demand supplies far in excess of what the others would hold sufficient. A better system existed in the Navy Department which had consolidated its procurement of supplies. There was also the Shipping Board, and later the Railroad Administration, the Food Administration, the Fuel Administration, and the Housing Corporation. In addition there were several allies, also represented by purchasing bureaus, and their combined expenditures ran into billions. "With its entrance into the war," according to Clarkson,<sup>2</sup> "the United States Government added to the demand side of the already unbalanced scales the weight of eight billions of extraordinary demands in 1917 and \$15,000,000,000 in 1918." Each of the different purchasing agencies felt that its requirements were vital if the war was to be won, each was well supplied with funds, and each entered into competition with the others.

In the early months of the war, confusion was rampant as a result of this competition. Certain agencies obtained excessive quantities of supplies while others could not get enough. Admiral Peoples tells about one of the expedients to which competition drove departments.<sup>3</sup> At one time the Army, the Navy, and the Food Administration all wanted beans. The domestic supply was insufficient, but the Navy learned about a cargo of beans that was en route from Manchuria. Without waiting for the ship to dock, its cargo was commandeered 500 miles out, and the Navy sent out a tug to see that it reported at Bremerton. The Navy then had a plethora of beans—so many that they were issued everywhere. Many agencies exaggerated their requirements, either through ignorance or excessive caution. Thus,

<sup>1</sup> Benedict Crowell and R. F. Wilson, *The Giant Hand: Our Mobilization and Control of Industry and Natural Resources, 1917-1918*, Yale University Press, New Haven, 1921, p. 13.

<sup>2</sup> Grosvenor B. Clarkson, *Industrial America in the World War*, Houghton-Mifflin, Boston, 1923, p. 164.

<sup>3</sup> Hearings on the 1940 Treasury Appropriation Bill, House Appropriations Committee, p. 1254.

at one time the Army bought tents on the theory that there should be one large tent for each eight men, whereas for the most part the Army was in cantonments at home and billeted in houses or barracks abroad. The consequence of this was that the first bid opening for tents was for three times the country's productive capacity.<sup>4</sup> In some cases a desire to get ahead of competitive purchasers resulted in hoarding. Ex-Secretary of War Baker, in an address before the Cleveland Bar Association on March 29, 1921, told how he went down into the basement of the War Department one day and could not get through the corridors because they were piled to the ceiling with typewriters. On asking whose they were, he was informed that they belonged to The Adjutant General. When he went to that officer to find out just how many he had bought and why he had bought so many, he was told: "I bought every available typewriter in the United States. If I had not bought them, the Surgeon General would have; or, if the Surgeon General had not bought them, the Navy Department would have got them or the Treasury Department."<sup>5</sup>

The results of this competition might have been expected. Manufacturers often became overloaded with orders. The original contractors not infrequently sublet a large portion of their contracts, thereby extending the confusion. At the same time, there were various instances of manufacturers in other parts of the country with unused production capacity, or with capacity devoted to nonessentials. As late as July 1918, Harold G. Moulton wrote: <sup>6</sup>

Until very recently it has been necessary for manufacturers who desired to secure war contracts to send a representative to Washington to "drum up business." This representative has had to make the weary round of innumerable purchasing divisions of the Government, and it has required a man of dauntless courage to succeed in his enterprise. Under such circumstances, it has obviously been impossible for the small manufacturer without connection to secure Government business. This has been unfortunate, not merely from the standpoint of the individual manufacturer, but also from the standpoint of the Government; for when the Government patronizes only the larger manufacturers, and those with established connections, it inevitably means a congestion of manufacturing enterprise with the attendant evils of inadequate housing and retarded production of war supplies.

Prices rose sharply, in part because of these conditions of competitive buying and congestion of orders. Shortages were revealed in many basic commodities, due in part to their purchase by speculators who were hoping for still higher prices. It soon became evident there must be central control over buying to insure orderly purchasing and keep prices down.

## 2. ATTEMPTS AT CENTRALIZED CONTROL

The first attempt to exercise such control grew out of the Council of National Defense, composed of the Secretaries of War, the Navy, the Interior, Agriculture, Commerce, and Labor. This Council, together with an advisory commission of outstanding business and labor leaders, was the parent body from which many of the important war agencies grew. The three committees in the procurement field which were most important in the early days of the war were the

<sup>4</sup> Clarkson, *op. cit.*, p. 447.

<sup>5</sup> Quoted in Russell Forbes, *Governmental Purchasing*, Harper, New York, 1920, p. 6.

<sup>6</sup> Clark, Hamilton and Moulton, *Readings in the Economics of War*, University of Chicago, Chicago, 1918, pp. 300 f. "The Regional Organization of Industry" by Harold G. Moulton.



General Munitions Board, the Committee on Supplies, and the Committee on Raw Materials, Minerals, and Metals. The General Munitions Board, composed of 17 Army and Navy officers and 7 civilians, began to coordinate purchases of munitions for the Army and Navy, to assist in the procurement of raw materials, and to assign priorities to war orders. The Board itself had no authority to make contracts or issue purchase orders; it was purely a coordinating body. The demarcation of functions between the General Munitions Board and the Committee on Supplies was not entirely clear,<sup>7</sup> but generally the latter body performed about the same functions as the General Munitions Board in the procurement of clothing, equipment and subsistence. The Committee on Raw Materials, Minerals, and Metals concerned itself with discovering, encouraging and allocating these necessities and was the nucleus out of which the commodity sections of the War Industries Board later grew.

The General Munitions Board attacked with some success competitive bidding by the Army and Navy for the same materials through its power to hold up conflicting purchases until the situation could be laid before the Secretaries of the War and Navy Departments. It located sources of and encouraged production of rifles and other small arms, machine guns, ordnance, ammunition, gun forgings, carriages, limbers, caissons, steel helmets, and gages, tools, and dies.<sup>8</sup> One of its greatest achievements was the handling of contractors for and the construction of the Army cantonments and in arranging for the vast quantities of building materials used. However, the Board failed to make sufficient headway against the industrial demoralization which, in the spring and summer of 1917, was threatening to wreck our whole war-supply program.<sup>9</sup> It did not have sufficient authority. Possessing no rights of initiation, it could only review and coordinate such purchasing activities as were voluntarily brought up for its consideration by the departmental bureaus. Far more contracts were placed independently than through the Board. It was alleged also that its organization was not satisfactory, being top-heavy with dignitaries, aides, committees, divisions, and branches, which were often poorly coordinated.<sup>10</sup> Some stronger method of control seemed necessary.

The Committee on Supplies was also having trouble. Unlike the General Munitions Board, it practically took over much of the purchasing of clothing and equipment from the Quartermaster's Corps, acting in cooperation with large trade organizations. When it turned out that representatives of these organizations were themselves interested in the contracts, there were many resignations.<sup>11</sup>

Recognizing the need for a broader control over industry, the Council of National Defense created the War Industries Board on July 28, 1917. This became, in time, an extremely powerful and effective agency of coordination although it possessed no legal authority over the executive departments. For the first few months after its formation, the War Industries Board was little more than a re-organized General Munitions Board and the confusion in industry

<sup>7</sup> Clarkson, *op. cit.*, p. 35 f.

<sup>8</sup> P. W. Garrett, Government Control over Prices, War Industries Board Price Bulletin No. 3, 1920, p. 198.

<sup>9</sup> Crowell and Wilson, *op. cit.*, p. 22.

<sup>10</sup> *Ibid.*, p. 23.

<sup>11</sup> J. F. Crowell, Government War Contracts. Carnegie Endowment for International Peace, Preliminary Economic Studies of the War, No. 25. Oxford University Press, New York, 1920, p. 30.



continued. Mr. Frank A. Scott, the chairman of the old Board, became first chairman of the new Board. As time went on, the new agency increased in efficiency, and with increased efficiency came increased power. The position of the War Industries Board under the Council of National Defense gave rise to difficulties,<sup>12</sup> and the President finally decided to enlarge its powers and give it independent status. This he did in a letter of March 4, 1918, to Mr. Bernard M. Baruch, who had become chairman, and an Executive order of May 28, which referred to the letter and declared that the functions and powers outlined there should be continued in full effect. In his letter the President had stated the Board's functions as follows:

1. The creation of new facilities and the disclosing, and, if necessary, the opening up of new or additional sources of supply.
2. The conversion of existing facilities, where necessary to new uses.
3. The studious conservation of resources and facilities by scientific, commercial, and industrial economies.
4. Advice to the several purchasing agencies of the Government with regard to the prices to be paid.
5. The determination, wherever necessary, of priorities of production and of delivery and of the proportions of any given article to be made immediately accessible to the several purchasing agencies when the supply of that article is insufficient, either temporarily or permanently.
6. The making of purchases for the Allies.<sup>13</sup>

The letter went on to state that except for decisions on prices, the ultimate decision of all questions was to rest with the chairman of the Board who was to "act as the general eye of all supply departments in the field of industry." One explanation of the power wielded by the War Industries Board lay in the fact that its chairman, Mr. Baruch, had the ear of the President, who reposed the greatest confidence in him.

Various organizations were set up within the Board. The beginnings of commodity sections under the General Munitions Board have already been mentioned; there were to be 57 of them finally. At first they dealt solely with raw materials, but as the war progressed and other shortages became important, commodity sections were created to deal with them as well. The chief of each section had to know his commodity and yet have no business interest in it. In each section were represented all the official agencies which purchased that commodity. The representatives of these agencies came in touch with the particular problems of each branch of industry and thus were able to coordinate the purchasing activities of their several bureaus. The business of each section was to learn all there was to be learned about the existing production and stocks of the particular commodity, as well as the possibilities of future production.

In order to facilitate relations with industry, various commodity sections frequently tried to encourage organization of the branches of industry with which they dealt. In this the Chamber of Commerce of the United States was of great assistance. Each industry was persuaded to appoint a committee qualified to speak for the industry as a whole and a number of trade associations thus got their start in life. "Thus, if the woolen knit goods section desired to curtail the civilian consumption of knit goods or change the specifications of any of the Army's knit goods, it had to take up these matters not with all the

<sup>12</sup> Clarkson, *op. cit.*, ch. III, *passim*.

<sup>13</sup> War Industries Board, *American Industry in the War—A Report of the War Industries Board, 1921*, p. 25.

wool knitters, but merely with a committee which represented them all. In general, each commodity section dealt with questions of what to purchase, where to purchase, and what prices to pay."<sup>14</sup>

In making purchases, the Clearance Office which had been set up under the General Munitions Board continued to function under the War Industries Board, and in fact functioned more effectively. When a purchasing agency was ready to place an order, it sent it to the office, which passed it along to the appropriate commodity section. A clearance, when issued, might carry with it a restriction as to the area in which the order could be placed, thus avoiding freight or power congestion. Or it might only forbid the placing of the order with certain factories. So far as it could, under war conditions, the War Industries Board tried to allocate and time its orders so as to minimize the disturbances which Government purchases would create in the market. Likewise consideration was given to the effect that war orders would have on the prices and supplies of civilian goods. It should be noted, however, that the Clearance Office of the War Industries Board did not itself actually make any purchases.

Involved in this control was the establishment of priorities. Since there was not enough of many things to go around, it was necessary to see that the most vital needs were taken care of first. Broad policies of priority were determined by a Priorities Board within the War Industries Board. One of the first acts of this Board was to publish its "Preference List No. 1," a list of 45 classes of industries, the operation of which was deemed to be of exceptional importance to the Government. These industries were to be accorded preference in obtaining materials and machinery. A little later (September 1918) the Board issued a more specific list of plants. Industrial work was also graded into five classes—AA, A, B, C, and D in order of importance. Suppose, for instance, a wooden-wheel factory was working on three orders, one for artillery wheels, one for wagon wheels, and one for push-cart wheels. In the preference list the ratings might be A, B, and C. The obligation of the manufacturer was to concentrate on getting out the artillery wheels first, then the wagon wheels, then the push-cart wheels. If he refused, and this brings us to the question of sanctions, he was likely to find himself unable to get certain necessary materials. Or the Government-operated railroads might refuse to transport his product.

This system of control had to enlist the support of all governmental agencies exercising control over production. It would have been ruinous to the system if one of the bureaus of the Army or Navy had exercised its power to commandeer the output of a factory when the War Industries Board had already assigned this output to another unit. To prevent this, the President issued an order that no Federal agency was to commandeer anything except upon approval of the Chairman of the War Industries Board. Needless to say, this order greatly increased the power of that body.

Closely allied to the work of the Priorities Board was that of the Conservation Division under the War Industries Board. This Division had the job of curtailing unnecessary production without too greatly dislocating our economic system. Industry cooperated by appointing war service committees, which worked out curtailment schedules.

<sup>14</sup> Crowell and Wilson, *op. cit.*, p. 25.

The task of the Resources and Conversion Section was to find facilities which could be converted to the making of war materials. Throughout the country there were regional advisers of the War Industries Board who worked with chambers of commerce and other local organizations on this problem. Before the war ended carpet manufacturers were set to making blankets and duck, refrigerator manufacturers were making field hospital tables and filing cases, toy makers were turning out packing boxes, vacuum cleaner manufacturers were making parts for Liberty motors, and corset makers were producing Medical Corps belts.

One of the functions of the War Industries Board was the coordinating of Allied purchases. The Purchasing Commission for the Allies, established on August 27, 1917, was brought under the authority of the Board. The name of the Commission was misleading since it made no actual purchases, but merely saw to it that the Allies bought what they had to have and no more; that they received the same treatment in respect to price and delivery that was given to the United States Government, and that they did not buy outside the authority of the Commission. The Purchasing Commission held frequent sessions at which representatives of the Allied Governments met with the heads of commodity sections, representatives of the priority organization, the Treasury, and the War Trade Board, which had been set up to exercise control over imports and exports.

Steps were taken also toward synchronizing and coordinating the industrial efforts of the Allies, as Foch and the Supreme Command were coordinating their military efforts. An example was the establishment of the International Nitrate Executive in London in the fall of 1917. This was a pooling arrangement whereby the Allies and the United States dealt with the Chilean nitrate industry as a single agency. This organization was able to keep the prices down and make possible great savings to purchasers. Had the war continued, this industrial coordination would have been of great importance.<sup>15</sup>

It must not be supposed that the War Industries Board with its many subdivisions was the only Government organization concerned with marketing and prices. The Food and Fuel Administrations, unlike most of the war organizations, rested on a statutory basis. The Lever Act of August 10, 1917<sup>16</sup> among other things empowered the President to requisition foods, fuel, feed, and other supplies necessary to the Army and Navy; take over any factory, mine, etc., when necessary to secure an adequate supply for the common defense; and license importation, manufacture, and distribution of any necessities. Control over food and fuel was given by the President to the Food and Fuel Administrations, respectively. One of the duties of these organizations was the coordination of purchases of food and fuel by the various Government purchasing agencies and the Allies. Control over shipping was placed in the hands of the Emergency Fleet Corporation.

### 3. CONTRACTS AND PRICES DURING THE WORLD WAR

Turning from the problem of bringing some degree of order out of the chaotic marketing of the early days of the war to the closely allied problem of prices paid, we find a variety of ways of determining prices.

<sup>15</sup> Crowell and Wilson, *op. cit.*, p. 143.

<sup>16</sup> 40 Stat. 276, ch. 53, 65th Cong., 1st sess.



In the early days of the war especially, each agency was a law unto itself in entering into contracts. In general, the system prior to the war was that of advertising for bids, opening them publicly, and awarding the contract to the lowest responsible bidder. This system of competitive bidding was not entirely superseded during the war. Even after January 1918 many contracts made by the Quartermaster General's office were made on this basis.<sup>17</sup> However, such a system was applicable only where there were several bidders who were willing to bid. Furthermore, the contractor who entered into a fixed-price contract requiring some time to fill was gambling on the price of raw materials and labor. Accordingly, there was a tendency to get away from the fixed-price contract.

Perhaps the most common type of contract was the cost-plus contract. The fields in which this type figured most widely were camp and cantonment construction, building of dock and loading facilities and warehouse and storage facilities for the War Department, and shipbuilding.<sup>18</sup> Such contracts were also necessary in many untried fields. There was no experience, for example, as to what the cost of making steel helmets by a sheet-iron concern might be. Of the total of \$1,750,000,000 in contracts entered into by the Ordnance Department up to December 31, 1917, the Chief of Ordnance testified that the great majority of these contracts were let on the cost-plus basis.<sup>19</sup> This cost-plus system of contracts was particularly open to abuse if cost plus a fixed percentage of the cost was agreed on, since then the interests of the Government and the contractor were diametrically opposed. The interdepartmental conference of July 1917 on uniformity of contracts and cost accounting condemned this system and recommended instead cost plus a fixed profit on each unit produced. Even this type of contract presented great administrative and accounting difficulties in determining costs and was open to grave abuses.

In some cases materials were ordered or commandeered at prices set by the price-fixing committee of the War Industries Board. The National Defense Act of 1916<sup>20</sup> gave the President power, in case of war or imminent war, to place orders with any firm for products usually produced or capable of being produced by that firm. Compliance with the order was made obligatory under penalty of seizure of the plant plus fine and imprisonment. Prices were to be "fair and just." If the producer was not satisfied with the price fixed, he could have recourse to the courts. Similarly, the President had the power to requisition finished products. These powers were the most drastic of the devices used to obtain war materials and were exercised sparingly on the whole. Their greatest importance lay in their existence as a club with which to threaten recalcitrants. However, the Shipping Board did commandeer private ships, the War Department secured some \$141,000,000 of supplies in this manner, and the Navy secured an even larger amount.

Over considerable segments of the national economy prices were fixed, not in connection with particular contracts, but for all purchases. Prices, already high when we entered the war, climbed tremendously. By July 1917 the Bureau of Labor Statistics price index for metals

<sup>17</sup> Crowell, *op. cit.*, p. 21.

<sup>18</sup> *Ibid.*, p. 37.

<sup>19</sup> Hearings before the Select Committee on Expenditures in the War Department, 66th Cong., 1st sess. Series I, pt. 5, p. 488.

<sup>20</sup> 39 Stat. 166, ch. 134, 64th Cong., 1st sess.

and metal products had risen to 178.4, from a 1913 average of 90.8 and a figure of 144.5 for March 1917. The index for the food group showed a similar rise, the figures being 64.2 for 1913, 92.1 for March 1917, and 105.3 for July.<sup>21</sup> Basic pig iron rose from \$32.25 a ton in March to \$52.50 in July; steel plates from \$4.33 to \$9; wheat from \$1.98 to \$2.58. It became apparent there would have to be some form of price control, at least for certain basic materials. A study of the subject had begun under the General Munitions Board early in the war. This body had considered the question of "a fair and just price" and had concluded that where a flat rate could not be agreed upon, a cost-plus percentage should be followed. In order to hasten deliveries held up because of delay over the determination of a fair price, the Board authorized the payment of actual cost plus a 10-percent profit. When price fixing was taken over by the War Industries Board, a price-fixing committee was named. Members were appointed directly by the President, who approved the prices and made them official. On this committee were representatives of the Army, the Navy, the War Industries Board, the Fuel Administration, the Federal Trade Commission, the Tariff Commission, and (toward the end of the war) the Department of Agriculture. This committee had no statutory authority, as had the Food and Fuel Administrations, but it was not without sanctions. As a last resort, it could always commandeer articles. It did not actually administer the prices it set, this function being in the hands of the commodity sections. In general, the policy of the committee was to fix prices at fairly high levels even though this meant that the most efficient producers in the industry would make large profits. The argument was that the Government had to be considerate of the less efficient in order to keep full capacity utilized. The War Industries Board was concerned first of all with stimulating production. It was hoped that much of the excess profit could be recovered through taxation. Prices were usually fixed, moreover, by agreement with the industry concerned. The fixing of steel prices is illustrative.

Steel had been one of the materials for which prices had risen most rapidly. At first there was little interference with the industry. Each large Government purchaser dealt directly (and sometimes competitively) with the industry on the best terms it could obtain, and the market ran wild. The situation came to public attention when it was found that the Emergency Fleet Corporation was being charged \$30 a ton more than the Navy was paying for steel plates. The steel makers, threatened with Government control if not outright seizure, reduced the price on this particular contract. However, an investigation had been begun by the Federal Trade Commission. According to the findings of this investigation, 3¼ cents a pound was enough for steel plates that had been selling at 16 cents a pound. The Price Fixing Committee called the steel men to Washington, laid the Government's proposal before them, and after a rather stormy session obtained their agreement to a schedule of prices ranging from \$2.90 a hundred pounds for bars to \$3.25 for plates. For low-cost producers, these prices were high and meant enormous profits in the aggregate. Yet the Board could see no practicable way to avoid this.<sup>22</sup> In addition to

<sup>21</sup> 1926 = 100.

<sup>22</sup> Clarkson, *op. cit.*, p. 322.



agreeing to a schedule of prices, steel producers agreed not to cut wages and to distribute their products according to priority orders.

Copper prices, like those of steel, were fixed in consultation with representatives of the industry. The Board thought 22 cents a pound would be a fair price, basing this on a report of the Federal Trade Commission. The producers held out for 25 cents a pound. Because of the existence of many small, high-cost mines commandeering would have been difficult, and this the producers knew. Finally, a compromise price of 23½ cents was agreed on for 4 months. This was in the summer of 1917; a year later the price was advanced to 26 cents. An investigation by the Federal Trade Commission in 1918 showed that 85 copper concerns producing over 95 percent of the United States total production had made an average profit of 28 percent on their investments.<sup>23</sup>

Some lumber prices were fixed; for example, prices on lumber for cantonment requirements. Generally where a special kind of wood was required, the respective purchasing agencies made price arrangements themselves, however.

The War Industries Board dealt almost entirely with prices of raw materials. In this respect it was unlike the Food and Fuel Administrations, which controlled even retail prices. It should also be noted that prices fixed by the War Industries Board, like most prices fixed in this country during the war, were maximum prices.<sup>24</sup> Government purchasing agencies were free to try to contract for better prices. However, in general, they did not, but accepted the fixed price as the contract price.

#### 4. GENERAL CHARACTERISTICS OF THE WAR ECONOMY

Before going on to a consideration of the criticisms of procurement policies made during and after the war, it may be well to summarize the characteristics of wartime procurement in 1917-18. One, as has been indicated by the previous discussion, was its *ad hoc* character. Controls were developed gradually in response to particular needs. Another was in the variety of controls used. Thirdly, in obtaining wartime supplies, materials, and services other than personal, reliance was for the most part placed on the system of private enterprise, with care being taken to disturb that system as little as possible. There were exceptions to this generalization; the railroads, which were taken over and operated by the Government, being the most conspicuous. But for securing the bulk of the materials and services it needed, the Government relied on privately operated industry. Moreover, as far as possible, the Government proceeded only after consulting interested parties and obtaining their consent to the necessary forms of control. Finally, with specific reference to purchasing, the tendency was for the Government to eliminate the middleman and purchase directly from the manufacturer. This was particularly true after some centralized control had been introduced into the system of procurement.

<sup>23</sup> Cost Reports of the Federal Trade Commission—Copper, June 30, 1919, p. 5.

<sup>24</sup> Garrett, *op. cit.*, p. 240.

## 5. CRITICISMS OF THE WORLD WAR PROCUREMENT SYSTEM

Both during and after the war there was a good deal of criticism of the war supply system. This criticism may be summarized under three headings: (1) disorderly purchasing, (2) inefficiency and delay, and (3) excessive prices and profiteering. Evidence of disorderly purchasing has already been shown, particularly during the early period of the war. In his testimony before the War Policies Commission, Mr. Baruch, discussing what he calls the "organization of demand" under the War Industries Board said that—

this system \* \* \* did not get into really effective practice until the summer of 1918.<sup>25</sup>

Inefficiency and delay were especially apparent in the failure to equip the American Expeditionary Force with artillery, tanks, and airplanes. In his final report, General Pershing states that reliance was placed on the French for 75's, 155 mm. howitzers, and 155 G. P. F. guns, and adds:

The wisdom of this course was fully demonstrated by the fact that, although we soon began the manufacture of these classes of guns at home, there were no guns of American manufacture of the calibers mentioned on our front at the date of the armistice.<sup>26</sup>

The same report states that reliance was also placed on the English and French for tanks, and that at the end of the war only 16 light tanks were available on our own front for participation in the last great assault of November 1.<sup>27</sup> America in 1917 had visions of a fleet of 25,000 American planes, but when the armistice was signed the American Expeditionary Force had received only 2,678.<sup>28</sup>

In spite of extensive price controls and of efforts to develop more satisfactory methods of price determination on wartime procurement contracts, profiteering was extensive. A report of the Federal Trade Commission,<sup>29</sup> made in response to a Senate resolution, stated that the net earnings of the United States Steel Corporation, expressed in terms of the total capital invested, had jumped from 5.2 percent in 1915 to 24.9 percent in 1917, while the percentage of return on investment for some of the smaller steel companies in 1917 was over 300 percent. One of the two companies producing all the sulfur in this country made 236 percent on its investment for the 11 months ending October 31, 1917. Large profits were made by the producers of southern pine, the average profit for 48 companies in 1917 being 17 percent on the net investment. The data secured by the Commission for the petroleum-refining industry indicated an average profit of about 21 percent on the investment during the first quarter of 1918. Rates for individual companies ranged from losses up to 122 percent. In the 3 years from 1915 to 1917 the total profits of 4 of the big meat packers reached the figure of \$140,000,000, of which \$121,000,000 represented an excess of profits over the pre-war years of 1912-14.

<sup>25</sup> Report of the War Policies Commission, H. Doc. 163, 72d Cong., 1st sess., December 4, 1931, p. 48.

<sup>26</sup> Final Report of Gen. John J. Pershing, Commander in Chief, American Expeditionary Forces, September 1, 1919, p. 75.

<sup>27</sup> *Ibid.*, p. 76.

<sup>28</sup> *Id.*

<sup>29</sup> Taking the Profits Out of War—Hearings before the Committee on Military Affairs, House of Representatives, 74th Cong., 1st sess. (January 1935), on H. R. 3 and H. R. 5293. The report of the Federal Trade Commission is one of the exhibits, p. 604 ff.

Even under the Food Administration's regulations, the Commission found that the average profit on 4,000,000 barrels of flour sold from September 1917 to March 1918 was 45 cents per barrel, or 3 times what the Commission had found was the normal profit for the 4 years ending June 30, 1916. The evils of the cost-plus system of contracts which were an important factor in profiteering have been generally realized.<sup>30</sup>

#### 6. REQUISITES OF ADEQUATE PROCUREMENT PREPAREDNESS

It is a striking commentary on our preparedness situation that as yet there are no generally available and generally accepted over-all records of our procurement during the first World War. Nonetheless, on the basis of that wartime experience, we may, with some confidence, forecast several features which would characterize the procurement situation if the United States were to be involved in another major war:

1. While the procurement requirements of the Army and Navy would be greatly expanded, the procurement requirements of the civil establishments would also be greatly expanded. Thus, if governmental operation of transportation facilities were to be undertaken, the procurement requirements of these facilities would be added to peacetime civil procurement requirements.

2. Both military and civil requirements of any allies would need to be coordinated with our own procurement requirements.

3. There would be need for extensive industrial controls both in the interests of the Government as a buyer and in the interests of private buyers. These controls would seek to provide adequate volume at reasonable prices and terms and in conformity with appropriate specifications. They would also seek to insure that wages and working conditions should be fair to labor without making costs exorbitant. The rapid expansion of Government procurement requirements is one of the factors which would make such industrial controls necessary. Consequently, the procurement program would need to be coordinated with the program of industrial controls.

It is difficult, perhaps impossible, under peacetime conditions in a democracy to get experience in the types of wartime controls that are needed. Obviously it is impossible to experiment very far with joint procurement for ourselves and any allies we may have. However, it is possible to develop a program of peacetime procurement budgeting such as that proposed in chapter IX. The essentials of such a procurement system which would provide the basis for orderly and coordinated procurement in time of war are:

1. That accurate and dependable records of purchases and inventories be maintained, on the basis of which reports can be made to a procurement coordinating office. Such records in wartime will necessarily be more detailed than in time of peace, but the data already available should be utilized.

<sup>30</sup> On the subject of profits during the World War, see also Report of Special Committee Investigation on Munitions Industry, 73d Cong., 2d sess.; Report of the War Policies Commission, 72d Cong.; and Report and Recommendations on Aircraft Production Investigation, transmitted to Attorney General Gregory, October 25, 1918 (reprinted as appendix A to the Congressional Record, vol. 57, pt. 1, 65th Cong., 3d sess., December 30, 1918, pp. 883-914).



2. That such records and reports be used as a basis for developing estimates to be submitted to the central procurement coordinating office. If this office is organized with commodity sections, similar to those of the War Industries Board during the last war, these estimates will be used by the commodity sections in their studies of conservation and increased production programs.

3. That power be vested in the central procurement coordinating office to disapprove or modify such estimates.

4. In addition, that power be given to require, with respect to commodities for which it is deemed desirable, that purchase orders themselves be cleared by the central coordinating procurement agency. Through this means priorities would be assigned when necessary, and allocation of orders would be made to the best advantage. Many classes of commodities, of course, would continue to be purchased in the field, without clearance through the central office.

Orderly purchasing procedure in the event of a war presupposes that something like an adequate supply of needed articles will be forthcoming. A still more basic requisite of procurement preparedness, therefore, is to determine what the important material requirements of our entering upon a major war would be and to make sure that a supply of these materials will be forthcoming. For this purpose, there is need for rough contingent wartime estimates of purchases of essential materials and for developing and maintaining the industrial facilities needed to supply these materials.

If peacetime preparation for orderly purchasing in the event of war is difficult, peacetime preparation designed to insure reasonable prices in the event of a war is even more difficult. Competitive bidding procedure is slow and, when markets are disorganized by wartime conditions, this procedure certainly does not provide any assurance that the prices the Government will have to pay as a buyer will be reasonable. Emphasis upon all possible speed and upon strict adherence to certain specifications make a definite arrangement for continuing to deal with a concern which is a known quantity highly advantageous. If definite contractual arrangements are to be made, to go into effect upon the declaration of war, it would seem essential that some method should be devised for determining prices which shall be fair both to the seller and to the Government and which shall give an incentive to speedy delivery and adherence to specifications. The terms of any formula for such a price must clearly be matters of accounting record—operating costs, asset valuations, and rates of depreciation. Depreciation allowances as applied to plants constructed for wartime purposes are likely to be especially important. An obvious measure of preparedness would be to practice the computation of prices in connection with educational orders. This would involve the regular peacetime keeping of the necessary records in the necessary ways, and the use of the appropriate accounting items to determine “educational prices.”

#### 7. STEPS TOWARD PREPAREDNESS

The National Defense Act of 1920<sup>31</sup> charged the Assistant Secretary of War with “the assurance of adequate provision for the mobilization of material and industrial organizations essential to wartime needs.”

<sup>31</sup> 41 Stat. 759, ch. 227, 66th Cong., 2d sess. This act amended the National Defense Act of 1916;



This function has been exercised through the Joint Army and Navy Munitions Board and has resulted in an Industrial Mobilization Plan which has been revised from time to time.<sup>32</sup> Preparedness consists partly in making plans for wartime organization and partly in specific steps, such as commodity studies, educational orders, etc. In part, too, preparedness for war involves plans and steps which cannot be a matter of full public record. For our present purpose it will suffice to consider briefly several major specific steps that have been taken toward procurement preparedness and that are matters of public record:<sup>33</sup>

- (a) Establishment of the Army Industrial College.
- (b) Improvements in procurement organization in the Army and Navy and in the information available as to wartime requirements.
- (c) Designation of strategic, critical, and essential materials.
- (d) Stocking of select strategic materials.
- (e) Standardization and development of specifications for equipment.
- (f) Allocation of industrial plants for the manufacture of articles with respect to which shortages are anticipated.
- (g) Educational orders.
- (h) Experimentation with various forms of contract.
- (i) Supervision of British-French military procurement.

It will be observed that these steps are all confined to those phases of procurement which have to do with the requirements of the Army and Navy. Preparedness for wartime procurement of civil establishments has received scanty attention, although its importance under modern conditions is great.

#### 8. ESTABLISHMENT OF THE ARMY INDUSTRIAL COLLEGE

The Army Industrial College was established in 1924 to train Army officers in procurement planning and the mobilization of industry for war. In 1939 it had a faculty of 10 full-time instructors, and a student body of 57 officers selected from the Army, Navy, and Marine Corps—the last two services having been invited to detail officers, although the college is an Army institution. The course lasts 10 months—from September to June—and the subjects studied include the Industrial Mobilization Plan, fundamentals of business, basic industries, Government organization, war procurement and procurement planning, and utilization of economic resources in war. The instructing staff is drawn entirely from the military services, but some economists and businessmen have been brought in to deliver lectures.

<sup>32</sup> The most recent revision was in 1939.

<sup>33</sup> Since the above was written in the latter part of March 1940, the President, acting under the authority of the National Defense Act of 1916, has appointed the National Defense Advisory Commission to supervise the national defense program. Mr. Edward R. Stettinius, Jr., who resigned as chairman of the United States Steel Corporation, serves as the raw materials expert on the Commission; Mr. William S. Knudsen, of General Motors Corporation, has charge of manufacturing and production problems; Mr. Ralph Budd, chairman of the board of the Chicago, Burlington & Quincy R. R., is in charge of transportation; Mr. Sidney Hillman, president of the Amalgamated Clothing Workers of America, was chosen to handle labor problems; Mr. Chester C. Davis, a governor of the Federal Reserve System, deals with agricultural problems; Mr. Leon Henderson, a member of the Securities and Exchange Commission, advises on price stabilization in the raw materials field; and Miss Harriet Elliott, dean of women at the University of North Carolina, advises on consumer problems. Although its title would indicate that the Commission is merely advisory to the Council of National Defense, composed of the Secretaries of War, Navy, Interior, Agriculture, Commerce, and Labor, the President has indicated that the members will act directly in their respective fields.

9. IMPROVEMENTS IN PROCUREMENT ORGANIZATION IN THE ARMY AND NAVY, AND IN THE INFORMATION AVAILABLE AS TO WARTIME REQUIREMENTS

As a result of our wartime experience in 1917-18 the Army has made improvements in its procurement organization, and the Army and Navy Munitions Board has been established to coordinate the requirements of the two Services in time of war. The Quartermaster's Corps, the Medical Department, the Ordnance Department, the Corps of Engineers, the Signal Corps, the Chemical Warfare Service, the Coast Artillery Corps, and the Air Corps, each of which has its local procurement officers throughout the country, still purchase a large proportion of the Army's supplies on a decentralized basis. However, the War Department has attempted to avoid duplication by assigning the procurement of particular commodities to each of the above arms of the Service.

Nine years ago Mr. Bernard Baruch, testifying before the War Policies Commission, said:

The War Department still clings to its plan of multiple purchasing agencies. They are prescribed by statute. While, in the opinion of most industrial observers, the method is unnecessary, archaic, and costly, there has as yet been no change and it is probable that change will be difficult. The War Department has attempted to coordinate these activities by providing that no two of the War Department's agencies shall be utilized for the purchase of the same thing. This same theory was applied during the latter part of the war, but never with complete success and, while it is probable that important difficulties will be raised in another emergency by this system, I believe that they will be somewhat minimized by the steps the War Department has taken and the greater knowledge it now has of the trouble occasioned by its peculiar form of organization.<sup>34</sup>

In addition the Current Procurement Branch has been established in the Office of the Assistant Secretary of War with the duty of keeping records, promulgating general procurement policies, and reviewing complaints of bidders and contractors.

The Navy's procurement system is more highly centralized in the Bureau of Supplies and Accounts. Requirements of various bureaus are pooled and purchased under the Naval Supply Account Fund, which is a revolving fund with a value of approximately \$73,000,000. However, the fund does not attempt to finance ship construction, ordnance, aviation, and other technical supplies and equipment. Materials whose prices are subject to rapid market fluctuations are purchased after a study of market trends indicates that prices are advantageous to the Government.

Considerable study has been given by both the Army and the Navy to their needs in time of war, based on the mobilization plans for manpower. The Planning Branch of the Office of the Assistant Secretary of War is concerned with this problem for the Army. The Army and Navy Munitions Board is composed of the Assistant Secretary of War and the Assistant Secretary of the Navy, who direct an executive committee consisting of three Army officers and three Navy officers. Its duty is to study the wartime procurement requirements of both agencies and plan for their coordination. The Industrial Mobilization Plan is the work of this body.

<sup>34</sup> War Policies Commission, *op. cit.*, p. 47.

Civil-military procurement coordination will be handled through the War Resources Administration set up by the Industrial Mobilization Plan rather than through the Procurement Division, although the latter would seem better qualified by experience than a new ad hoc coordinating agency.

#### 10. DESIGNATION OF STRATEGIC, CRITICAL, AND ESSENTIAL MATERIALS<sup>35</sup>

On the basis of careful studies of the needs for various basic materials, the Army and Navy Munitions Board has designated three classes of materials, essential to the national defense, as involving special problems. "Strategic materials" are those which are scarce and must be, at least in part, supplied from abroad. "Critical materials" are materials for which procurement problems, while difficult, are less serious than they are in the case of strategic materials. The third class of essential materials are those "for which no procurement problems in war are anticipated," but which might subsequently require reclassification as strategic or critical and must, therefore, be watched. The lack of emphasis on civil procurement problems and problems of industrial controls which were important in the last war and would be likely to become important again, is indicated by saying that cotton, steel, paper, petroleum, sugar, and wheat are among those for which no procurement problems in war are anticipated, while coal is not regarded as an essential problem material. During the World War wheat and sugar were major concerns of the Food Administration, as were coal and petroleum for the Fuel Administration, and a Steel Division, a Cotton Goods Section, and a Paper and Pulp Section were set up in the War Industries Board.

#### 11. STOCKING OF SELECTED STRATEGIC AND CRITICAL MATERIALS

In order to be sure of a supply of the materials above referred to as "strategic" and "critical" Congress passed a statute approved June 7, 1939,<sup>36</sup> authorizing the Secretary of War, the Secretary of the Navy, and the Secretary of the Interior, acting through the Army and Navy Munitions Board, to decide what materials to purchase. Such materials are to be used only upon order of the President in time of war or threatened war. Purchases are to be made through the Procurement Division of the Treasury. Ten million dollars was appropriated for the purpose for 1940. Thus far the materials bought have been

<sup>35</sup> On June 27, 1940, an order was issued by the Council of National Defense setting up under it the Office for Coordination of National Defense Purchases, headed by a Coordinator of National Defense Purchases. The functions of this office are: to maintain liaison between the National Defense Advisory Commission and Federal agencies to insure coordination and efficiency in the purchase of supplies and material for national defense purposes; to assign the purchase function on items common to several agencies to the agency or agencies best qualified to perform it (provided that the War and Navy Departments are to have the authority to make purchases necessary for the national defense, subject to such coordination as may be necessary to establish priorities); to collect current statistics on purchases made by Federal agencies; to coordinate research in procurement specifications and standardization; to ascertain immediate material requirements and estimate future requirements so as to facilitate purchases and cushion the impact of such orders on the national economy; to make recommendations to the President relative to the granting of priorities to national-defense orders over private orders. Donald M. Nelson, vice president of Sears, Roebuck & Co., was appointed Coordinator of National Defense Purchases. (See Federal Register, July 2, 1940.)

<sup>36</sup> 53 Stat. 811, c. 190, 76th Cong., 1st sess. Since this was written the act of June 25, 1940 (Public, No. 664, 76th Cong., 3d sess.), was passed, authorizing the Reconstruction Finance Corporation to make loans to corporations for the purpose of producing or purchasing strategic and critical materials, or to purchase the capital stock of any such corporation. It was also authorized to create one or more corporations to produce or purchase these materials. The same act authorized the lending of funds for building plants to manufacture arms and implements of war, and the operation of such plants by a Government agency if considered necessary by the President. Under the law a corporation has been formed to enable the Government and rubber manufacturers to cooperate in purchasing and stocking rubber. (See New York Times, July 7, 1940.)



manganese, chromium, tungsten, tin, optical glass, quinine, manila fiber, and quartz crystal.<sup>37</sup>

## 12. STANDARDIZATION AND DEVELOPMENT OF SPECIFICATIONS FOR EQUIPMENT

To facilitate quantity production in wartime, the Army has adopted the policy of designating at least one model of equipment as standard. Standard specifications have then been prepared for several hundred articles, so that the Planning Branch of the Office of the Assistant Secretary of War may plan for their procurement. The Navy also has prepared specifications for many articles, while for articles used by both the Air Corps of the Army and the Bureau of Aeronautics of the Navy, the Army and Navy Munitions Board has prepared specifications.

## 13. ALLOCATION OF DOMESTIC FACILITIES FOR THE PRODUCTION OF NEEDED ARTICLES

Recognizing the evils of competition between various Government purchasing agencies in the last war, plans for avoiding a recurrence of such evils have been made providing for allocation of selected industrial facilities in advance of war. Some 10,000 firms have been cataloged and their output allocated to appropriate branches of the military and naval service. Many thousands of additional firms have now been surveyed, so that, if need should arise, tasks can be assigned to them promptly. Insofar as possible, joint use of allocated commercial plants by the Army and Navy is avoided by the Army and Navy Munitions Board, but in some instances an allocation has been necessary. The management of a plant which has been allocated to a particular supply service is asked to sign a schedule of production, thereby indicating willingness and ability to produce specified items at the prescribed rate of output after the outbreak of war.

## 14. EDUCATIONAL ORDERS

In order to make sure that the firms included in these arrangements for the allocation of procurement requirements are actually prepared to supply the goods required, the practice was begun in 1938 of placing educational orders. These orders are designed to give the plants experience in producing war materials according to specifications and to make sure that they will be provided at least with a minimum amount of the necessary dies and other equipment. Congress appropriated the sum of \$14,250,000 for this purpose for the 1940 fiscal year.

## 15. EXPERIMENTATION WITH VARIOUS FORMS OF CONTRACT<sup>38</sup>

It has already been indicated that there is a tendency toward wartime abandonment of the principle of competitive bidding in letting contracts. While some contracts would no doubt continue to be let by competitive bidding in time of war, for the most part this method

<sup>37</sup> Hearings before the House Appropriations Committee on the Treasury Appropriation Bill for 1941, p. 729.

<sup>38</sup> Cf. ch. VII, sec. 2. The discussion there is not intended to apply to the problems peculiar to wartime.



would probably be set aside as a means of determining price.<sup>39</sup> Thus General Douglas MacArthur, former Chief of Staff, stated before the War Policies Commission,<sup>40</sup> "We plan to base wartime procurement upon allocation rather than upon the competitive-bidding standard properly prescribed in peace." Recently Admiral Stark expressed his dissatisfaction with the delays caused by the requirement of competitive bidding even in time of peace.<sup>41</sup> As has been pointed out, much work has been done in the allocation of plants, and the principles of allocation and competitive bidding are fundamentally incompatible. It is not entirely clear what form of contract would replace that typical of peacetime. General MacArthur, discussing the advantages of the system of allocation, said "Prices will be determined by negotiation, controlled by the knowledge obtained in peacetime planning, of the items that make up costs and by all information that can be collected by the Government."<sup>42</sup> Aside from the fact that peacetime costs will not obtain, according to the Special Committee of the United States Senate Investigating the Munitions Industry, "\* \* \* after 15 years of planning the War and Navy Departments have practically none of this information [information on costs, capital structures, and financial set-ups]. The Navy Department does not know what it costs private shipbuilders to construct naval vessels. The War Department is no better off."<sup>43</sup> The advantage on the side of industry will be particularly great in the case of allocated plants, since the owners are aware of the vital importance of their product in the general mobilization scheme. This is not to imply that all contractors are out to gouge the Government in wartime, but in time of uncertainty it is natural to shift all risks onto the Government and take a liberal view of what should be included as cost items. According to the Senate Committee Investigating the Munitions Industry, in the last war, "The shipbuilding companies almost without exception attempted to charge the Government for such items as entertainment expense, contributions, plant improvements and tools not required under the contract, income taxes, interest, and even in some cases dividends on preferred stock."<sup>44</sup>

Thus far, experimentation with contracts seems to have been somewhat closely confined to attempts to improve the cost-plus model which was so unsatisfactory during the last war. Indeed, it is probable that some cost formula must be relied upon. Two kinds of contracts may be noted: (a) adjusted compensation contracts and (b)

<sup>39</sup> There is ample statutory authority for this. Thus the act of March 2, 1901 (U. S. C., title 10, sec. 1201) authorizes purchase of supplies for the Army without advertising "in cases of emergency." The act of July 5, 1884 (U. S. C., title 10, sec. 1364) waives the requirement of advertising in connection with purchases of transportation equipment by the Army "in cases of extreme emergency." Moreover, the President is authorized to take possession of any manufacturing plant refusing to give preference to Government contracts or manufacture for a fair price arms and ammunition or other necessary material in time of war or when war is imminent (U. S. C., title 50, sec. 80).

Since the above was written numerous exceptions to sec. 3709, Revised Statutes (which provides for competitive bidding—see ch. I, p. 15), have been made in connection with the emergency national defense program. See p. 37 of the Navy Appropriations Act for 1941 (Public, No. 588, 76th Cong., 3d sess., approved June 11, 1940); p. 31 of the Military Establishment Appropriations Act for 1941 (Public, No. 611, 76th Cong., 3d sess., approved June 13, 1940); p. 5 of the National Defense Supplemental Appropriations Act (Public, No. 667, 76th Cong., 3d sess., approved June 26, 1940). The acts of June 28, 1940 (Public, No. 671, 76th Cong., 3d sess., sec. 2), and July 2, 1940 (Public, No. 703, 76th Cong., 3d sess., sec. 1), are most sweeping. They authorize the Secretary of the Navy and the Secretary of War, respectively, to negotiate contracts without advertising. In the case of naval contracts the approval of the President is required.

<sup>40</sup> War Policies Commission, op. cit., p. 363.

<sup>41</sup> New York Times, January 21, 1940.

<sup>42</sup> War Policies Commission, op. cit., p. 364.

<sup>43</sup> U. S. Senate, Special Committee on Investigation of the Munitions Industry, Munitions Industry, Preliminary Report, 74th Cong., 1st sess. (July 29, 1935), p. 30.

<sup>44</sup> Ibid., p. 18.

evaluated fee contracts. Under the adjusted compensation type of contract, the manufacturer receives the recorded cost plus a profit computed at the rate of a stipulated percent per annum upon the estimated value of that part of the manufacturer's plant used on the Government contract for the period of its use. Six percent has been proposed. This type of contract is suggested particularly where factories are converted to the manufacture of war materials and there is little information on costs. Where Government and company appraisers are not able to agree on the valuation of the plant, it is proposed that the case be submitted to arbitration.

The evaluated fee contract provides for the payment of the actual costs of the work as it progresses. The fee is determined at the completion of the work and varies between certain percentages of the cost of the work (1 to 6 percent). The determination is to be made by the chief of the branch under whose supervision the work is performed, and he is instructed to take into consideration such things as speed of completion, quality of workmanship and materials, diligence shown by the contractor in keeping costs down, watchfulness of United States interests, etc.

If the Government is to avoid being charged exorbitant prices under either type of contract, detailed cost records are essential. Although the second type does not call for a return based upon valuation of plant, such a valuation would be necessary in fixing depreciation charges. If either of these types of contract is adequately to protect the Government against unfair prices, certain basic accounting information on costs and asset valuations becomes essential. In addition it is desirable that the Government have this information to protect it in negotiating fixed-price contracts, where such contracts are not the result of competitive bidding, and for use in administrative price-fixing of the commodities involved.

If the safeguards of competitive bidding are to be laid aside, and certain firms are to be singled out by administrative decisions to participate in supplying essential supplies and equipment in the event of our being involved in a war, it may be suggested that a definite advance understanding with respect to the method of price determination is essential if profiteering is to be avoided.<sup>45</sup> Moreover, practice in such determination would seem to be as appropriate a part of an educational

<sup>45</sup> A note on efforts during peacetime to restrict the profits of military and naval contractors, especially in connection with the national defense emergency, may be added at this point. The so-called Vinson-Trammell Act (48 Stat. 503, 73d Cong., 2d sess., approved March 27, 1934) limited profits on the construction of naval vessels and aircraft to 10 percent of the total contract price. The method of ascertaining the amount of profit was left to the determination of the Secretary of the Treasury in agreement with the Secretary of the Navy. Books of contractors were to be open for inspection and audit. The act of June 28, 1940 (Public, No. 671, 76th Cong., 3d sess.), which authorized the negotiation of contracts for the construction and repair of naval vessels and aircraft without advertising or competitive bidding, amended the rate fixed in the Vinson-Trammell Act, lowering it to 8 percent of the total contract price, or 8.7 percent of the cost of performing the contract. Provision was also made for the extension of these rates to subcontractors. The act specifically prohibited the use of the cost-plus-a-percentage type of negotiated contract, but allowed the cost-plus-a-fixed-fee form. However, the fee under this latter form was to be limited to 7 percent. The act of July 2, 1940 (Public, No. 703, 76th Cong., 3d sess.), declared against the cost-plus-a-percentage-of-cost type of contract with reference to War Department contracts, but authorized the cost-plus-a-fixed-fee form. Nothing was said as to limitation of profits. Both the act of June 28 and that of July 2 authorize Government construction and operation of any plants and facilities necessary to the national defense program. The former act also authorizes the Secretary of the Navy to take over and operate any necessary plant or facility when he is unable to arrive at an agreement with its owners for use and operation.

EDITOR'S FOOTNOTE: "I think it might be appropriate to point out at this point in the report that the Congress is now considering (and will shortly adopt) legislation which will, among other things, suspend the operation of the Vinson-Trammell Act, impose a nondiscriminatory excess-profits tax, and will permit amortization of additional plant facilities necessary in connection with the national defense program, for tax purposes, over a 5-year period. It seems to me that the fact that very shortly there will be no legislation attempting to control profits (hence prices) directly is quite important and should be pointed out in this discussion."—Joseph J. O'Connell, Jr.

order as practice in the production of the materials themselves. And for the proper protection of the public interest, in lieu of competitive bidding, it is urged that there is need—

1. To establish definite rules of procedure to be applied equitably to all contractors participating in the supply program; and
2. To give publicity to the terms of contracts designed to reveal their fairness or unfairness while fully protecting military secrets.

With these needs in mind, the following suggestions are offered:

1. The general terms applicable to war orders now contingently placed, including the method of determining the price, should be reduced to one or more standard contract forms and such forms should be published in the Federal Register.

2. Regulations for the establishment and maintenance of the accounting records to be employed in the determination of the price should be prescribed and published in the Federal Register. It would be advisable in these regulations, as far as possible, to employ basic records maintained for other purposes such as records now used for the preparation of income-tax returns or in the case of registered corporations, records used in preparing the financial statements filed with the Securities and Exchange Commission.

3. Financial reports should be required of firms participating in the supply program, including reconciliations with returns to other Federal agencies.

4. It should be possible to publish statistical compilations regarding costs, prices, and other matters pertaining both to educational orders and, in the event of war, to actual wartime orders. Such compilations could reveal the fairness or the unfairness of the terms without disclosing either the participating contractors or the types of articles supplied.

5. Remuneration for an educational order might consist of two parts—

- (a) A price determined in the manner to be employed in the case of a wartime order; and

- (b) A bonus to remunerate the contractor for costs incident to a small educational order but not taken into account in the price formula.

6. In order to protect the interests of the contractor in case a Federal agency undertakes the regulation of the price of labor or of materials used by the contractor, it has been proposed that there be provision for necessary adjustments in the contract price where that is agreed to in advance. There is need also for including in contingent wartime procurement agreements provisions which would give the Government the benefit of such price regulation if applied to commodities covered by these contingent procurement agreements. Regulations making both types of provision should be prescribed and published in the Federal Register.

## 16. SUPERVISION OF BRITISH-FRENCH MILITARY PROCUREMENT

While it is true that it is impossible to experiment in peacetime with coordinating the purchases of this Government and any allies we may have in time of war, it is interesting to note that somewhat the same problems have been raised by large British-French purchases of military supplies, particularly airplanes, in this country at a time when heavy demands are being made on domestic supplies by our own preparedness program. A House Military Affairs Subcommittee began on March 14, 1940, to investigate charges that military secrets have been given away.<sup>46</sup> In an attempt to prevent conflicts of interest the White House announced in January 1940 appointment of an interdepartmental committee composed of the Director of Procurement of the Treasury Department, the Quartermaster General of the Army, and the Paymaster General of the Navy.<sup>47</sup> The Secretary of the Treasury, who had already been investigating possibilities of increasing airplane production plants, acts as liaison agent between the President and this committee.

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<sup>46</sup> The Wall Street Journal, March 14, 1940, pp. 1-6.

<sup>47</sup> New York Times, January 24, 1940.





## CHAPTER VI

### COOPERATION WITH STATE AND LOCAL GOVERNMENTS IN PROCUREMENT

Numerous developments evidence the economies to be obtained through large-scale purchasing. A large part of the advantage of chain stores and mail-order houses, as forms of distributive organization, is due to advantages in the purchasing field. Although consumer cooperative organizations have not developed as rapidly in this country as in others, cooperative purchasing at the wholesale stage has become a very important factor in distribution in recent years through the development of the so-called voluntary chains. Thus, in the grocery trade alone, it has been estimated that the net sales to members of various types of retailers' cooperatives amounted by 1935 to 18 percent of the total business of the full-line grocery wholesalers.<sup>1</sup> Here, again, a large part of the advantage of this type of organization is that obtained through large-scale buying.

It would seem that there are analogous opportunities to be obtained through the development of large-scale buying in the governmental field through various arrangements between the different levels and units of Government.<sup>2</sup>

#### 1. COOPERATION IN STATE AND LOCAL PROCUREMENT

In the field of State and local government, cooperative purchasing has taken a number of forms. Seven States have provided a system whereby municipalities or counties or both may purchase through a central State agency. These States, in the order of their adoption of such plans, are: Michigan and New Hampshire (1919), Virginia (1924), Wisconsin (1929), West Virginia (1935), Pennsylvania (1937), and Alabama (1939).<sup>3</sup> In all cases purchasing through the State agency is optional with the local authorities. Usually arrangements are similar to those in Wisconsin where the State central purchasing agency in making its own contracts provides that localities may buy at the same price if they so desire. The State agency provides information on specifications and prices but assumes no further responsibility. New Hampshire, where the State assumes responsibility for the purchasing debts of the local governmental units, is an exception to this last statement. In general, local governments do not seem to have taken much advantage of the services of State purchasing agencies

<sup>1</sup> This percentage is estimated on the basis of data presented in the 1935 Census of Business report on Voluntary Group and Cooperative Wholesalers—Groceries and Related Products.

<sup>2</sup> Of course there are circumstances under which large-scale buying may not be advantageous. Thus in the purchase of cement discussed in ch. IV, p. 36, the Government received no better price because of its large order. Even when there is no question of collusive price-fixing involved, the order may be so large that only one or no single supplier is able to fill it. Under such circumstances the decision as to whether the Government will receive the benefit of possible reductions in cost will depend upon the willingness of the supplier to forego a monopoly profit.

<sup>3</sup> Public Administration Clearing House, News Bulletin, November 21, 1939.

that have been made available to them. Virginia's State-local cooperative plan has had the greatest use according to reports. Possibly this is because the statute makes it the duty of the State purchasing agent to disseminate facts about the savings possible through centralized purchasing. It is then up to the local authorities to seek the cooperation of the State officer, whose assistance is apparently given without compensation. Supplies are to be delivered to and paid for by the local authorities directly. One county taking advantage of this State service reported price reductions in equipment for a home for the poor of from 20 to 33½ percent.<sup>4</sup>

More activity in cooperative purchasing has been shown by cities acting through their municipal leagues in a number of States. These States are: Michigan, Nebraska, Wisconsin, Virginia, Oregon, South Dakota, Kentucky, Colorado, North Carolina, Missouri, and Arkansas.<sup>5</sup> In all of them this form of cooperative purchasing has been a development of the last 10 years. The movement seems to have started in Michigan, when a group of city managers decided they were paying entirely too much for the quality of fire hose which they had been purchasing and requested the Michigan Municipal League to investigate. The upshot of this was that five municipalities pooled their orders, getting a low bid of 64 cents per foot, whereas they had been paying \$1.25 on the average. Since that time the League has bought fire hose for more than 100 municipalities, and now purchases many other items as well. For some commodities it has been found most advantageous to establish a dealer relationship with manufacturers. The League then quotes the lowest prevailing price to municipalities and retains the dealer commissions. The Michigan Municipal League allows manufacturers to bill cities directly but prefers to be billed itself. This latter seems to be the general practice of municipal leagues. Delivery may be made directly to the cities, as is usually the case with bulky articles, or to the leagues. It is particularly interesting to note that the Michigan Municipal League has offered to handle purchasing for the leagues of other States which do not include that activity among their functions. The service is to be confined to fire hose and street name signs in its experimental stages.<sup>6</sup> The League of Virginia Municipalities makes its cooperative purchasing service available not only to the cities and towns of the State but also to the counties. Cooperative action is being considered in other States, and Mr. Joseph W. Nicholson, president of the National Association of Purchasing Agents, writing in the *Municipal Yearbook* for 1939 stated that "One of the most encouraging trends in municipal purchasing is the growing appreciation of the possibilities of intermunicipal purchasing arrangements."

In a number of cases school districts both in the United States and Canada have collaborated in making purchases. The largest association formed for this purpose is the Kansas School Purchasing Association, which was established in 1930 and now includes over 500 schools—some of them in Oklahoma and Nebraska. This organization secures special prices from vendors but sells to members at the market prices. Then at the end of the year it declares a dividend

<sup>4</sup> See the article by Stuart A. MacCorkle, "State-Municipal Cooperation in Purchasing," *National Municipal Review*, vol. 27, September 1938, p. 441.

<sup>5</sup> For a table on the commodities purchased through the municipal leagues in each State, together with the volume of purchases, see the article by Carlton Chute, "Cooperative Purchasing in the United States and Canada," *National Municipal Review*, vol. 27, October 1938, p. 503.

<sup>6</sup> The *Municipal Yearbook* 1939, p. 36.

to its members. This dividend amounted to 20 percent of sales in 1937.

Another interesting cooperative arrangement is that of the city of Cincinnati, Hamilton County, the public library, the University of Cincinnati, and the city school district whose purchasing agents have established the Coordinating Committee of the Purchasing Agents of Hamilton County. The volume of joint purchases by this Committee was estimated at \$500,000 in 1937. Some 150 commodities were purchased cooperatively, including over 1,000,000 gallons of gasoline and 100,000 tons of coal. The saving on the latter item was conservatively estimated at \$50,000 for 1 year.<sup>7</sup> The policy of the Committee is to hold weekly meetings of the purchasing agents of the cooperating governments for the purposes of combining their requirements whenever possible and of discussing mutual problems.

A natural form of cooperative buying is for small governmental units to rely on the facilities of a larger, better equipped purchasing organization in their vicinity. An illustration of this type of arrangement is recorded in the 1938 report of the Department of Purchase of the City of New York. According to this report, 17 agencies whose purchasing function is independent saved by taking advantage of the department's annual contract for lamp bulbs. The discount to the department, predicated on a volume of \$100,000, was 38.26 percent. The purchases of the independent agencies ran from \$2.24 to \$34,777.26, and the discount range was from 20 to 35 percent. Savings were also made on the department's coal and fuel oil contracts, of which several agencies took advantage.

## 2. POSSIBILITIES FOR FEDERAL COOPERATION WITH STATE AND LOCAL GOVERNMENTS

The question may be raised as to whether cooperative purchasing arrangements might not be worked out, not merely between State and local governments, but between the Federal Government and State and local governments. The similarity between the purchases of the Federal Government and those of six large cities, not only as to commodities purchased but as to the relative importance of those commodities in terms of dollar value, has been pointed out in chapter II.<sup>8</sup> It is probable that a study of State purchases would show a somewhat similar pattern. Such commodities as gasoline and motor oil, tires and tubes, lubricating oil and greases, fuel, typewriters, adding and bookkeeping machines, stationery and paper of all kinds, miscellaneous office supplies, brooms, brushes and mops, cleaning compounds, paint and paint ingredients, rope and cordage, furniture, tools and hardware are commonly used by all governmental units. Most governmental units buy building materials such as cement, steel, lumber, glass, electrical supplies, heating and plumbing supplies, etc. Likewise, paving material is bought at the local, State, and Federal levels. At all three levels there are institutions to maintain, and these institutions require food, blankets, sheets, and other dry goods, drugs and medicines, tableware and kitchen utensils, clothing for inmates, and costly surgical and laboratory equipment in the case of hospitals.

<sup>7</sup> Chute, *op. cit.*, p. 501; see also the annual reports of the Department of Purchasing, City of Cincinnati.

<sup>8</sup> Table IX, and text discussion, pp. 21-22.



The advantages to be sought from Federal-State-local cooperation in purchasing are the same as those found in existing cooperative arrangements. The most obvious is reduction in prices due to increased volume of purchases. Such increased volume may warrant direct dealings with the manufacturer, eliminating the middleman and his commission. But improved quality may also be important. This may result from more carefully drawn specifications, closer inspection, and more thorough testing. Both lower prices and better quality may be secured when small agencies take advantage of the better trained personnel and more efficient techniques of larger agencies. In addition, cooperative action may make it possible to discover and deal with collusive bidding more effectively. It may also improve the market information, on the basis of which local governments may do their own purchasing.

It is probable that State and local governments would profit most from such cooperative arrangements. Two studies indicate that the prices paid by municipalities and States are higher on the average than those paid by the Federal Government for similar commodities.<sup>9</sup>

The first involves a comparison between prices on items listed in the General Schedule of Supplies of the Federal Government and those paid by selected cities through the country, made for this study with the cooperation of the United States Conference of Mayors. A list of commodity items, selected from the current General Schedule of Supplies, with detailed specifications for each article, was furnished to the Conference of Mayors with the request that data be collected on prices paid by various city governments for each item. Information<sup>10</sup> was received from 16 cities—New York, Chicago, Philadelphia, Los Angeles, St. Louis, Boston, Pittsburgh, Milwaukee, Cincinnati, Newark, Louisville, Portland (Oreg.), Houston, Toledo, Atlanta, and Dallas. While none of these cities has a population of under 250,000, they are geographically well distributed.

The relationship between the prices paid for the selected commodity items by the reporting cities and those listed for the same items in the current General Schedule of Supplies for Federal agencies, is indicated by chart IV. For each commodity, the prices paid by the respective cities were arrayed and the upper quartile, median, and lower quartile were determined. Each bar on the chart represents the ratio between a city price (upper quartile, median, or lower quartile) for a particular article and the price listed for the same article in the General Schedule of Supplies. Upper quartile, median, and lower quartile ratios are shown on separate grids.<sup>11</sup>

It will be noted that even most of the bars representing the lower quartile are above 100 percent on the chart. Thus it appears that for most of the articles selected for study which are purchased both by large cities and by the Federal Government the price paid by the former is considerably higher. However, it is impossible to be certain that the articles purchased by the cities were identical in quality

<sup>9</sup> The validity of any price comparison of this sort is somewhat affected by the impossibility of obtaining identical items for comparison in most cases. However, care has been taken in both studies to select items that are closely similar, if not exactly identical, and it is believed that those items chosen afford a fair basis of comparison.

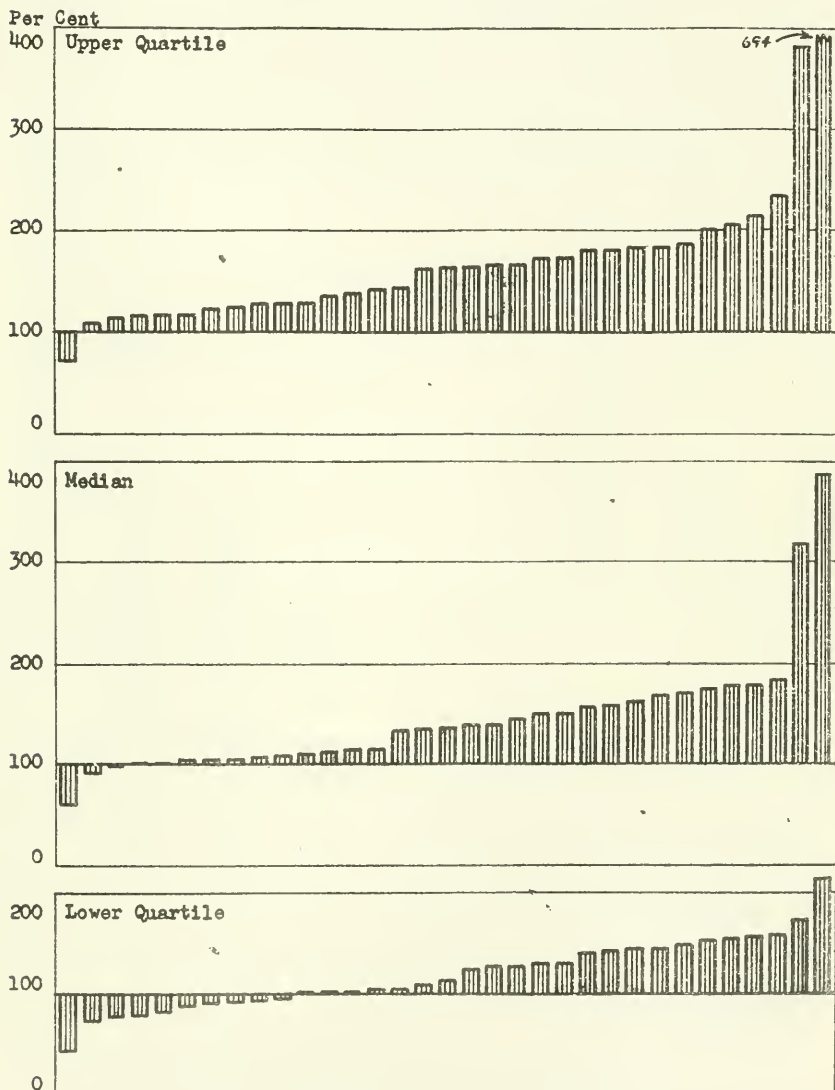
<sup>10</sup> The commodities for which usable data were obtained were gasoline, tires, grease, flashlights, typewriters, brooms, axes, steel bars, ash cans, metal polish, laundry soap, laundry soda, caustic soda, soda ash, paint, turpentine, pillowcases, rubber boots, bacon, coffee, rice, and canned tomatoes, apricots, and peaches. A total of 33 price items were used including quotations for different sizes and quantities in the case of several commodities.

<sup>11</sup> For a brief explanation of the reasons for using these three measures, see footnote 25, p. 40.

with those on the General Schedule of Supplies, and this may account for part of the price differential.

CHART IV.—Ratios of Prices Paid by 16 Cities to General Schedule of Supplies  
Prices—33 Selected Items

[General schedule of supplies price = 100]



The second study was undertaken 2 years ago by the Bureau of Unemployment Compensation<sup>12</sup> of the Social Security Board in connection with the administration of grants to States under the Social Security Act. This was prior to the establishment, by the Board, of

<sup>12</sup> Now the Bureau of Employment Security.

procurement standards for State agencies and of minimum specifications as to quality and construction. The study involved a comparison between the amounts paid by State unemployment compensation agencies for selected office equipment most frequently purchased by them and the amounts paid by Federal agencies under the General Schedule of Supplies. The items selected for comparison were various types of desks, tables, chairs, files, typewriters, fans, and copy holders. Prices were compared for a sample of six States—two in each of the three zones for which prices were quoted separately in the General Schedule of Supplies. The following table shows the results of this study. The figures shown in columns 2 and 3 represent all purchases made by the unemployment compensation agencies of the six States as reported up to the close of the first quarter of the 1938 fiscal year.

TABLE XVI.—Comparison of amounts paid for selected types of office furniture and equipment by State unemployment compensation agencies and by Federal agencies

Item and State  (1)	Number of units bought  (2)	Amount paid		
		State  (3)	Federal  (4)	Percent State exceeds Federal  (5)
Chairs, total.....	210	\$3,487.14	\$2,661.15	31.0
State A, zone 1.....	17	353.94	318.75	11.0
State B, zone 1.....	59	836.40	633.30	32.1
State C, zone 2.....	30	221.80	172.80	28.4
State D, zone 2.....	21	290.35	224.50	29.3
State E, zone 3.....	26	473.20	390.00	21.3
State F, zone 3.....	57	1,311.45	921.80	42.3
Copy holders, total.....	47	815.12	666.00	22.4
State A, zone 1.....	14	238.14	212.80	11.9
State B, zone 1.....	14	216.55	189.60	30.0
State C, zone 2.....	12	204.12	159.60	27.9
State D, zone 2.....	6	104.44	86.00	21.4
State E, zone 3.....	1	21.87	18.00	21.5
State F, zone 3.....	(1)	(1)	(1)	(1)
Desks, total.....	180	8,000.32	6,359.48	25.8
State A, zone 1.....	25	1,287.14	949.20	36.5
State B, zone 1.....	59	2,081.50	1,689.73	23.2
State C, zone 2.....	24	617.76	478.74	29.0
State D, zone 2.....	16	654.60	606.12	8.0
State E, zone 3.....	19	1,137.28	927.20	22.7
State F, zone 3.....	37	2,222.04	1,708.49	30.1
Fans, total.....	71	1,259.79	1,090.50	15.5
State A, zone 1.....	9	156.24	123.00	27.0
State B, zone 1.....	(2)	(2)	(2)	(2)
State C, zone 2.....	27	513.80	407.50	26.1
State D, zone 2.....	(3)	(3)	(3)	(3)
State E, zone 3.....	(4)	(4)	(4)	(4)
State F, zone 3.....	35	589.75	560.00	5.3

<sup>1</sup> Used copy holders were apparently purchased, affording no valid basis for comparison.

<sup>2</sup> No fans shown in available equipment inventory.

<sup>3</sup> Fans purchased from Tennessee Valley Authority at exceptionally low prices, consequently prices paid were not considered comparable.

<sup>4</sup> See (2) above.

TABLE XVI.—*Comparison of amounts paid for selected types of office furniture and equipment by State unemployment compensation agencies and by Federal agencies—Continued*

Item and State (1)	Number of units bought (2)	Amount paid		
		State (3)	Federal (4)	Percent State exceeds Federal (5)
Files, total.....	20	\$2, 113. 15	\$1, 659. 00	27. 4
State A, zone 1.....	10	1, 002. 00	811. 50	23. 5
State B, zone 1.....	(5)	(5)	(5)	(5)
State C, zone 2.....	10	1, 111. 15	847. 50	31. 1
State D, zone 2.....	(5)	(5)	(5)	(5)
State E, zone 3.....	(5)	(5)	(5)	(5)
State F, zone 3.....	(5)	(5)	(5)	(5)
Tables, total.....	42	1, 369. 24	1, 125. 33	21. 7
State A, zone 1.....	2	61. 54	42. 90	43. 4
State B, zone 1.....	8	216. 00	141. 36	52. 8
State C, zone 2.....	3	58. 50	50. 31	16. 3
State D, zone 2.....	6	208. 80	179. 40	16. 4
State E, zone 3.....	1	27. 50	17. 23	59. 6
State F, zone 3.....	22	796. 90	694. 13	14. 8
Typewriters, total.....	107	9, 930. 30	7, 770. 00	27. 8
State A, zone 1.....	17	1, 514. 70	1, 190. 00	27. 3
State B, zone 1.....	31	2, 762. 10	2, 170. 00	27. 3
State C, zone 2.....	14	1, 304. 10	1, 050. 00	24. 2
State D, zone 2.....	10	891. 00	700. 00	27. 3
State E, zone 3.....	21	2, 211. 00	1, 680. 00	31. 6
State F, zone 3.....	14	1, 247. 40	980. 00	27. 3
Grand total.....	677	26, 975. 06	21, 331. 46	26. 5

<sup>5</sup> Federal Government pays relatively lower prices on certain filing equipment than it does on other items, consequently comparison of these items was not deemed advisable.

Source: Administrative Standards Section, Grants Division, Bureau of Unemployment Compensation, Social Security Board.

Four methods by which cooperative arrangements could be entered into between the Federal Government on the one hand and State and local governments on the other may be considered. The choice in any particular case will depend upon a number of factors, one of the most important being the commodity involved, and, for this reason, wide discretion must be given to the procurement officials. The four methods are: (1) Opening up of the indefinite-quantity term contracts of one governmental unit to any other governmental unit which may wish to take advantage of them, (2) consolidation of purchases in large, definite-quantity orders, (3) purchase by one governmental unit through the agency of another government, and (4) purchase directly from the warehouse stocks of another government. These methods are not always distinct, and various combinations of them are possible, but for convenience they will be discussed separately.

(1) Opening up of the indefinite-quantity term contracts of one governmental unit to any other governmental unit that may wish to take advantage of them is the simplest and most obvious method of intergovernmental cooperation. As we have seen, several States have made State contracts of this type available to their local governments. By analogy it has been proposed that contracts listed in the Federal General Schedule of Supplies might be made available to State and local governments which may wish to take advantage of them. This would



involve inserting a statement in the advertisements for bids to the effect that State and local governments would be permitted to purchase under the contracts on the same terms as Federal agencies. It would also involve adding an appropriate clause to the contracts. The Federal Government would assume no special obligations in connection with any such arrangement and no identifiable expense would be involved. A statutory authorization to the Director of Procurement to make General Schedule of Supplies contracts which are open to State and local governments would presumably be necessary before this plan could be generally adopted. Moreover, wherever a State law requires that a State agency advertise for competitive bids, such law would need to be amended before the State could make use of Federal term contracts. Municipalities would probably be in a position to act without further special authorization more frequently than States since, in a number of instances, they are able, under existing legislation, to avail themselves of analogous State contracts.

The device of making Federal term contracts open to State and local governments may decrease the number of bidders responding to a bid opening, or may increase their prices, if contractors are reluctant to undertake to supply the indefinite demands involved. This type of contract would leave State and municipal governments entirely free to order under the Federal contracts or not as they may choose. Consequently, if prices go up after a contract is let, State and local governments may generally make use of the Federal contract; while, if prices go down, they will seek to make separate contracts entered into subsequently and at lower prices. On several occasions during the spring of 1938 the Procurement Division advertised for bids to supply cement under contracts to be open to contractors and others purchasing cement for use on projects constructed with the aid of Federal funds. The response to these advertisements was unsatisfactory, and uncertainties of demand were alleged to be responsible.

In order to meet this objection to extending the facilities of Federal term contracts to State and local governments, it has been suggested that any participating local government or government agency should be required to elect whether or not it would participate in the contract prior to advertisement for bids, and that if it so elected purchase under the contract should be mandatory during the term of the contract. Such an arrangement, however, would involve complicated legal problems.

It is probable that there are opportunities for opening up Federal term contracts to State and local agencies in which the uncertainties imposed upon the contractor are not of such a nature as to prevent obtaining satisfactory bids. Thus, a step toward opening up Federal term contracts to States was taken about 2 years ago when several Federal contractors agreed with the Social Security Board to give State agencies administering unemployment compensation plans the same prices given to Federal agencies under these contracts. The Board's object in making this arrangement was to see that Federal funds for grants in aid of State unemployment compensation plans are spent as economically as possible.<sup>13</sup>

<sup>13</sup> This suggests the interest the Federal Government has in seeing that all grants made by it to State and local governments are spent economically. In the case of any grant which (in the discretion of a Federal agency or in the discretion of the grantee) may be used either for administrative or for nonadministrative expenses, the smaller the proportion that is spent for administrative expenses, the greater the amount which can be devoted more directly to the purpose for which the grant is made (i. e., can be spent for nonadministrative expenses). Federal grants to State and local governments during the 1935 fiscal year amounted to \$805,000,000, according to the Bulletin of the Treasury Department, August 1939, p. 4.

Thus far it has been suggested that Federal term contracts might be made available to State and local government agencies. There are some commodities for which a city, such as New York City, may be a larger purchaser than the Federal Government. Accordingly, it might be advantageous to empower Federal agencies, when in the opinion of the Director of Procurement it is economical to do so, to buy from any local term contracts which may be made open to them, provided, of course, that such contracts conform to such general Federal requirements as those in the Walsh-Healey Act.

It has been noted that the extension of the availability of Federal term contracts to State and local government agencies and of State and local term contracts to Federal agencies is the simplest form of intergovernmental cooperation in the field of procurement. Possibly because of this, the advantages to be obtained seem likely to be distinctly limited. But the limited character of the advantages is no reason for continuing restrictions which interfere with the use of this device where it is advantageous.

Indeed, it would seem, since procurement is an instrument of various public functions, that unless it can be shown that the public interest calls for a particular restriction upon the use of businesslike procedure in public procurement, that restriction should be removed. Particularly is this the case if the restriction is of a character unparalleled in connection with private procurement. Failure to remove such restrictions imposed by the wording of existing procurement authorizations, except where such restrictions can be affirmatively justified, is tantamount to an unnecessary requirement of general inefficiency in the discharge of public functions.

Moreover, even though the term contracts of one government are not utilized extensively by other governments, the possibility that they may be so utilized will tend to prevent unreasonable prices. This threat of competition has been claimed as one of the principal advantages derived from the entrance of municipal leagues into the purchasing field.

In view of these considerations, it is suggested (a) that the Director of Procurement be given a statutory direction to make term contracts open to State and local agencies where the effect of so doing is in the interests of procurement economy for all branches of government taken jointly and (b) that the Federal agencies be authorized to avail themselves of any State or local term contract which has been made open to them as a result of agreement between the Director of Procurement and the State and local governments, provided such contract conforms to necessary legal requirements and offers a reasonable expectation of saving. Analogous changes in laws covering State and local procurement, where necessary, would also seem to be desirable.

(2) A second opportunity for cooperative action lies in the possibility of joint buying by representatives of Federal field agencies and institutions within a definite area and by State and local purchasing officers within that area who may combine their requirements to enable the placing of large, definite-quantity joint orders. A good example of analogous cooperation among local government agencies is that already referred to between Cincinnati, Hamilton County, the University of Cincinnati, the Cincinnati city school district and public library. There seems to be no reason why the Procurement Division and other Federal agencies and institutions should not also participate

in such arrangements. Under this type of arrangement, deliveries and billings would presumably be made separately for each governmental unit. Assuming that there is suitable advertising for competitive bids for such purchases and that the contract is let to the lowest responsible bidder<sup>14</sup> no special Federal, State, or local legislation would seem to be necessary to authorize such joint purchasing.

(3) A third method of cooperation lies in using one government as an agent for others, not merely in negotiating contracts but in making purchases. In general, when one government agency undertakes procurement functions as agent for another, it incurs certain costs in the process. If, therefore, the Procurement Division is to serve as a purchasing agent for State and local government units, it would be necessary for it to be in a position either to absorb these costs or to obtain reimbursement from the units of government so served. Under present conditions if the Procurement Division were to perform the functions of a purchasing agent for State and local governments free of charge, the use of its services would probably have to be somewhat localized. It might be fairer, therefore, to provide statutory authorizations which would permit the Procurement Division to collect a reimbursement for service costs incurred in acting as purchasing agent and to authorize the State and local governments to make use of its services as a purchasing agent.

(4) Finally, it would probably be advantageous if one government could make purchases directly from the warehouse stock of another. The Procurement Division carries in stock in the District of Columbia about 2,000 items commonly used by Federal agencies. If these were to be made available to local governmental units in the vicinity, the possibility of substantial savings might be opened up to them.

If such an arrangement is to be put into operation, the Procurement Division should be in a position to receive reimbursement including a surcharge such as that now paid by Federal agencies to cover the service costs involved. It is possible that a graduated surcharge would be necessary if delivery at different distances were to be provided. The act of February 27, 1929,<sup>15</sup> which is the present authorization to the Secretary of the Treasury for the purchase-to-stock type of procurement, explicitly limits the function to Federal departments and agencies. The extension of this service to local governmental units consequently would require additional authorization.<sup>16</sup> An addition to the revolving fund might also be necessary.

It seems probable that various Federal field offices would be in a position to obtain materials and supplies more cheaply if they could draw upon stocks in nearby State and municipal warehouses. Authorization to employ State and local governmental units as procurement

<sup>14</sup> Also that the contractor conforms to general Federal requirements such as the Walsh-Healey Act.

<sup>15</sup> 45 Stat. 1341, ch. 354, 70th Cong., 2d sess.

<sup>16</sup> It is interesting to note that such authority is already granted to the Forest Service on the following terms: "Provided further, That the appropriations for the work of the Forest Service shall be available for meeting the expenses of warehouse maintenance and the procurement, care, and handling of supplies, equipment, and materials stored therein for distribution to projects under the supervision of the Forest Service and for sale and distribution to other Government activities and to State and private agencies who cooperated with the Forest Service in fire control under the terms of written cooperative agreements, the cost of such supplies, equipment, and materials, including the cost of supervision, transportation, warehousing, and handling, to be reimbursed to appropriations current at the time additional supplies and materials are procured for warehouse stocks" (1940 Appropriation Act, Department of Agriculture, Public No. 159, 76th Cong., 1st sess., p. 19). The Forest Service has a large warehouse in Missoula, Mont., where fire equipment, canned foods, and other articles are stored and sold to other bureaus of the Department of Agriculture and to the National Park Service. Sales might well be made from this and other Federal warehouses in the field to State and local governments.



agents, where economical, and to reimburse such governmental units therefor would seem clearly desirable.

There are also possibilities of Federal-State-local cooperation in other aspects of procurement than the actual negotiating of contracts or placing of orders. Federal specifications are already widely used by States and cities, but there are some commodities, such as asphalt, for which the cities would like specifications worked out. As indicated above,<sup>17</sup> the Bureau of Standards has done considerable work for States and cities in testing products, and might well do more. In addition, the facilities of the Bureau of Mines, the Department of Agriculture, and other Federal agencies might well be utilized for inspection and testing of commodities. Conversely, Federal field agencies and institutions might benefit from arrangements made by many State governments to have their supplies tested in State university laboratories.

The above suggestions all concern possibilities for voluntary Federal-State-local cooperation. However, as a concomitant of grants-in-aid programs, certain Federal agencies have set procurement standards to which the States must measure up. The best illustration is furnished by the Social Security Board, which has prepared a suggestive manual of procedure for procurement of furniture, equipment, supplies, and contractual services,<sup>18</sup> and a schedule of approved equipment and furniture items, together with minimum specifications as to quality and construction of such items.<sup>19</sup> It has also required State agencies administering unemployment compensation and employment service to adopt such regulations and procedures as will measure up to the standards contained therein, to the extent that such standards do not conflict with mandatory requirements of State laws.

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<sup>17</sup> See introduction, pp. XVIII-XIX.

<sup>18</sup> Administrative Standards Bulletin No. 2, Social Security Board, Bureau of Employment Security, September 1939.

<sup>19</sup> Administrative Standards Bulletin No. 4, Social Security Board, Bureau of Employment Security, June 1940.





## CHAPTER VII

### GREATER FLEXIBILITY IN PROCUREMENT ARRANGEMENTS

#### 1. PROCUREMENT A SERVICE FUNCTION

For the sake of economy, and to avoid undue disturbance of the bond market, the Secretary of the Treasury is authorized by law to exercise a large degree of discretion as to the form and timing of public borrowing. Thus Treasury bills running for a few months or bonds running for decades may be issued. The decision as to when and on what terms the borrowing shall be done is one which rests on administrative judgment, a judgment reached at various times and varying with the circumstances. The object of vesting this wide discretion in the Secretary of the Treasury is to provide economical and well-ordered borrowing. Toward the same ends, economy and business stability, there is need for allowing Federal procurement authorities a wider range of discretion as to the means they shall employ in their task.<sup>1</sup>

Procurement is a service function, an activity undertaken primarily to implement other functions as widely different from each other as the work of the Department of State and the work of the Federal Security Agency. Decisions as to how this service function shall be carried on should rest primarily upon considerations of economy rather than upon more comprehensive considerations. It has, in some instances, been found desirable to take account of other considerations; witness the Walsh-Healey Act. But, in the main, the procurement function should be carried on independently of such broad questions of public policy as that of the appropriate relations between business and Government, since purchasing is simply incidental to those aspects of governmental activity which embody policies on social issues.<sup>2</sup> Here we have the simple questions, "Should the Government employ businesslike methods in its procurement?" and "Should the Government as a buyer have the same freedom as private enterprise in the conduct of its procurement function?" If these questions can be answered with affirmatives, and if the Government were to consider making,<sup>3</sup> rather than buying, some of the commodities which it uses, the factors that should be taken into account are not intricately social. They are the same whether one

<sup>1</sup> Cf. ch. IX, and also ch. III, sec. 2.

<sup>2</sup> Editor's footnote: "Succeeding passages of this chapter, as well as ch. VIII and other parts of this report, make clear that the above statement is indubitably not intended to mean that the Government should be indifferent to collusion among bidders on Government contracts. Intelligent procurement requires something more, in response to identical bids, than to put the names of the bidders in a hat and award the contract to the firm whose name is first drawn. It would seem that, where price competition apparently does not exist, those charged with the procurement of supplies should consider measures directed toward the fostering of price competition and the discouragement of monopolistic practices. Illustrations of such measures are a search for substitutes and an examination of specifications with a view to broadening them if possible. It would seem that procurement officers would not be unduly burdened by the undertaking of such measures—which would further not only the Government's interest as a buyer but also the public policy of the Government as regards the maintenance and encouragement of a competitive system in business in general."—Joseph J. O'Connell, Jr.

<sup>3</sup> Each such reference in this chapter is to production by nonprison labor.

favors less or more of "public ownership" than we already have in those fields—such as the generation of electricity—in which almost the entire output of the principal governmental enterprises is intended for use outside the Government. In the field of Government purchasing, "procurement by manufacture"<sup>4</sup> is logically no more a social question than it is when a private manufacturer is left free to decide whether or not to produce some of his supplies and raw materials instead of buying them. Moreover, even the conduct of procurement so as to contribute toward business stability (an objective of public policy) does not necessarily imply that procurement should or should not be by manufacture.

## 2. FLEXIBILITY IN PROCUREMENT CONTRACTS WITH PRIVATE SUPPLIERS

### (a) *Long-term contracts and related devices.*

The existing procedures in Federal peacetime purchasing might well be supplemented by a more extensive use of long-term contracts, by other departures from the arrangements now typical in the purchasing-contract scheme, and by governmental production of selected commodities. As has been indicated above, in chapter V, war would probably call for its own distinctive procedures.

To keep the "using agencies" from improvidently spending their appropriations even before the year to which appropriations relate, there is—as has been mentioned above—a statutory prohibition against encumbrance of an appropriation before the fiscal year to which it relates.<sup>5</sup> So far as it pertains to procurement, the intent of this restriction could perhaps be served quite as well by a prohibition against delivery, before the new fiscal year, of goods or services purchased with funds appropriated for that year. The way could still be left open for purchasing agents to make contracts in the last months of the old fiscal year for delivery during all or part of the new fiscal year, if the market situation dictated that expediency lay in that direction. Authority for such contracts could be granted periodically in the respective appropriation acts. This suggestion does not envisage the encumbrance of any funds before the appropriation of such funds has been completed, although there is one civil agency which has such authority by virtue of a permanent enactment of 1894.<sup>6</sup>

Within an industry in which there is unlawful collusive bidding or other formal or informal unlawful restraint of trade that causes the Government to pay more than it would pay in the absence of such restraint,<sup>7</sup> there are two aspects of Federal buying procedure which—unintentionally—are a help in maintaining the unduly high prices thus established, whether these prices be identical among the various

<sup>4</sup> There is an excellent chapter thus named, in *Industrial Purchasing: Principles and Practice*, by Howard T. Lewis. Business Publications, Inc., Chicago, 1940. The present chapter of this report has at some points made considerable use of Mr. Lewis' discussion. Mr. Lewis' book is focussed upon procurement by business enterprises, but much of what he says is equally pertinent in governmental procurement.

<sup>5</sup> 31 U. S. C. 665. See ch. I, sec. 4, of this study.

<sup>6</sup> "The Commissioner of Indian Affairs is authorized to advertise in the spring of each year for bids, and enter into contracts, subject to the approval of the Secretary of the Interior, for goods and supplies for the Indian Service required for the ensuing fiscal year, *notwithstanding the fact that the appropriations for such fiscal year have not been made*, and the contracts so made shall be on the basis of the appropriations for the preceding fiscal year, and shall contain a clause that no deliveries shall be made under the same and no liability attach to the United States in consequence of such execution if Congress fails to make an appropriation for such contract for the fiscal year for which those supplies are required." [Italics supplied.] 25 U. S. C. 99.

<sup>7</sup> It is here assumed (on the basis of the data presented in ch. IV) that in numerous instances unlawful restraint exists without effective prosecution.

bidders or purposely divergent. (1) Usually, an appropriation act makes funds available for one specified fiscal year rather than for several such years. Moreover, "the executive departments" are forbidden by statute to make supply contracts for a longer term than 1 year.<sup>8</sup> In addition, there is a general statutory provision that a procurement contract cannot run for a period longer than that for which funds are already made available.<sup>9</sup> (2) The bids are made public.<sup>10</sup> But a bidder on a Government contract may have an incentive not to offer publicly a price lower than that established in his industry. Even if he gets a governmental contract large enough to keep his plant operating for a year, he may nevertheless happen to be in an industry in which he will at the year's end find most of the other firms in the industry acting together to discipline him for having underbid them. They may, for example, seek to keep him from getting customers by offering very low prices wherever he seeks business but retaining their habitual price arrangements elsewhere. Such a prospect, of brief benefit and lasting harm, is not an inducement to a potential supplier to bid independently. It is, instead, an inducement to "play along" with the dominant element in the industry. In contrast to this situation, it may be noted that if the potential buyer is a private concern, there is opportunity for at least temporary secrecy of price, and, in a substantial number of instances, opportunity for long-term contracts.

The significance of publicity of bids in the existing system of awarding Federal contracts was pointed out in the 1936 hearings before the Senate Committee on Interstate Commerce, on the antibiasing point bill.<sup>11</sup> There has been mentioned above<sup>12</sup> a colloquy in which a witness<sup>13</sup> testified that his company always asks of the Government the full amount of the "market quotation" published in the trade journals, but that in sales to private buyers the journals' figure is simply a "starting point" in arriving at prices that are not that high "by a long shot." When asked whether there was any reason why the Government should pay a higher price than anyone else, he stated:

Well, you ought to buy like some of the other buyers. \* \* \* You should not advertise your price.

In a study made by the National Association of Purchasing Agents, 96 percent of the private purchasing agents covered said that they kept price quotations entirely confidential.

<sup>8</sup> See above (ch. I, sec. 4). "It shall not be lawful for any of the executive departments to make contracts for stationery or other supplies for a longer term than 1 year from the time the contract is made," 41 U. S. C. 13. The United States Code Annotated has an editorial comment on this, that "The words 'except as otherwise provided by law' or some similar qualification, should probably be inserted in this section"; and it refers to some exceptions that occur elsewhere in the Code, most of which relate to contracts by the Postmaster General.

<sup>9</sup> See above (ch. I, sec. 4). "No contract or purchase on behalf of the United States shall be made unless the same is authorized by law or is under an appropriation adequate to its fulfillment, except in the War and Navy Departments for clothing, subsistence, forage, fuel, quarters, transportation, or medical and hospital supplies, which, however, shall not exceed the necessities of the current year." 41 U. S. C. 11.

The following statutory provision is also pertinent here: "No executive department or other Government establishment of the United States shall \* \* \* involve the Government in any contract or other obligation for the future payment of money in excess of \* \* \* appropriations made by Congress for the current fiscal year, unless such contract or obligation is authorized by law. \* \* \* Any person violating any provision of this section shall be summarily removed from office and may also be punished by a fine of not less than \$100 or by imprisonment for not less than 1 month." 31 U. S. C. 665.

<sup>10</sup> See above (ch. I, sec. 4).

<sup>11</sup> Hearings before the Committee on Interstate Commerce, U. S. Senate, 74th Cong., 2d sess., on S. 4055 p. 67, et seq.

<sup>12</sup> Ch. IV, sec. 2.

<sup>13</sup> D. A. Williams, president, Continental Steel Corporation, Kokomo, Ind.



When vendors generally recognize that a buyer deals confidentially with their quotations, they are much more apt to give him the benefit of their best price treatment. Conversely, if they have reason to believe their quotations are likely to become public property, they are bound to withhold certain concessions that might otherwise be extended.

Good buyers are aware of this and endeavor to treat all quotations in the strictest confidence. \* \* \* It is common and sound practice to tell an unsuccessful bidder that he has lost out on price, if this is actually the case, but it is probably better not to tell him, or even hint at, the margin by which he lost.<sup>14</sup>

Should the Government dispense with publicity as to the bids it receives and the prices it pays? To do this would require amendment of the basic statutory provisions governing Federal purchases. The amending legislation could provide for a permanent inspection committee charged with insuring the honesty<sup>15</sup> of such contracts—perhaps a committee composed equally of congressional and executive members, and possessing a staff. But a secret shared by many is not a secret, and the successful bidder might still find his “competitors” too well informed as to what price he had bid. Moreover, it may well be that what is needed is not that the Government as a buyer adopt the secretive practices that now prevail among private buyers of large lots. Quite conceivably it would be desirable, on grounds more comprehensive than those of governmental procurement, to require by law publicity of prices throughout the economy, even where both buyer and seller are nongovernmental.

It is possible that a contract for a period of several years might induce suppliers in industries having private price control to be more independent of each other in bidding on Federal contracts. The chance of such an outcome is, at all events, sufficiently promising that wider use of long-term contracts is worth a trial.

Increased use of long-term contracts would be possible if appropriation acts provided, more frequently than they now do, procurement funds for a period longer than 1 fiscal year. Extensive use of an appropriation period of several years would preclude adequate budgetary control by Congress over the character and scope of administrative activity, if the long period were applied to all objects of expenditure. But the proposal here suggested would apply solely to matériel.

Another way to bring within the law a more extensive use of long-term procurement contracts would be a general statutory authorization for such contracts to extend beyond the respective periods for which funds are appropriated. The suppliers would in such an arrangement be asked, in effect, to undertake a risk as to whether Congress would appropriate funds for the time subsequent to the first year; but—on construction contracts particularly—that risk would not necessarily be excessive.

One relationship which would doubtless be useful on occasion is governmental loans to suppliers. There already is ample authority for this in the Reconstruction Finance Corporation.<sup>16</sup> But if a Federal Procurement Corporation were established to carry out a

<sup>14</sup> National Association of Purchasing Agents, *Handbook of Purchasing Policies and Procedures*, New York, 1939, vol. 1, pp. 369–370.

<sup>15</sup> In response to Mr. Williams' suggestion (*supra*) of secrecy of bids for Federal contracts, the committee chairman (Senator Wheeler) stated that secrecy would inevitably bring corrupt practices.

<sup>16</sup> So far as regards enterprises producing strategic and critical materials or arms and implements of war, specific authorization of the RFC to make loans is provided in 53 Stat. 811, 76th Cong., 3rd sess., approved June 25, 1940. See above, ch. V, sec. 11, footnote 36, p. 58. But there is ample authorization with respect to business enterprises in general.

number of aspects of procurement, as is suggested below,<sup>17</sup> it should by specific provision in the statute creating it be given such authority. Offer of such loans might facilitate competition in industries inadequately competitive. Reliable persons or firms with sufficiently detailed plans for constructing a new plant or reopening an old one might be permitted to bid, if in order to produce the commodities they merely needed capital. It could be provided that the loan so offered would be made only in case the prospective borrowers submitted the lowest bid. If the bids submitted by them were to bring the prices of other bidders from an excessive level down to a level below that of the prices asked by the prospective newcomers, the Government would benefit even without lending any funds. A recent incident in connection with the cement industry suggests what could be done along these lines, although the Government in this instance was not offering a loan and although, in the opinion of some Procurement Division personnel, the bids on Government cement contracts in the particular area involved had been competitive.<sup>18</sup> On May 1, 1939, the Procurement Division invited bids on 5,800,000 barrels of cement for the Central Valley Project's Kennett Division (Shasta Dam), located in this area. No one concern already producing cement in the area would have been able to supply the total amount needed. But among the bidders responding was the Permanente Corporation, which had not yet actually produced any cement or even built its plant but which did own the necessary raw materials, was interested in getting the Federal contract, and was organized with that objective by persons who had hitherto not headed cement concerns but at least some of whom had been active in the companies which constructed Boulder Dam. (It may be added that the very extensive bidding of an apparently noncompetitive character, on cement used in Boulder Dam, had given to the men here referred to a large acquaintance with the serious problem which the Government faces in buying cement. They themselves participated in the construction of that dam rather than in the supplying of cement.) Delivery, which was to begin September 1, 1941, was scheduled at 290,000 barrels per month for 6 months and 200,000 barrels per month thereafter,<sup>19</sup> the total period of time covered by the delivery schedule being about 2½ years. A performance bond of \$3,451,000 was required. The Permanente Corporation made the low bid and was awarded the entire contract—which the company regarded as large enough by itself to warrant constructing a plant and beginning operations.

In some circumstances where prices have been too high such arrangements by the Government, with new concerns, could also be used—for improvement of the price situation. Of course, bidding by concerns which have never demonstrated their ability to come up to acceptable quality standards in the field involved would have to be limited to fairly well standardized commodities. But a sufficient volume of Federal purchases answers this description. Moreover, in any contract involving deliveries over a long period, the Government presumably

<sup>17</sup> Sec. 3 of the present chapter.

<sup>18</sup> At least 1 Federal official acquainted with the incident here related states that the prices previously bid on Government cement contracts in that area had not been competitive and had been too high; that successive bid openings had left the problem unsolved; and that, in the incident here related, at least the successful bidder did bid competitively.

<sup>19</sup> This type of contract is known not as a term contract, but as a definite-quantity contract with scheduled deliveries.

would protect itself, by requiring a performance bond. In General Schedule of Supplies contracts, a performance bond is invariably used.<sup>20</sup>

In some instances, another provision of a contract involving deliveries over a long period might well be that the Government supply particular materials or particular services (such as electricity) to the manufacturer, especially if the Government already has available such materials or services or the facilities for providing them. For example, on public lands there may well be materials, of the right sort and conveniently situated, for the production of cement and bricks to be used by the Government. Federal sale of selected raw materials to the manufacturer at prices remaining constant throughout the term of the contract, is a potential means of reducing the extent to which a scheme of long-term contracts would be a request to suppliers that they gamble on price changes of several years to come.

Long-term contracts for commodities subject to rapid change in specifications would need to take account of the possibility that such change would occur. Necessarily, one feature of this provision would be a scheme for reconsideration of price, since a change in specifications might cause a substantial change, upward or downward, in the cost of production.

The pricing arrangements in long-term contracts may well call for considerable ingenuity in varying these arrangements to suit the circumstances. According to one possible formula, the price on term contracts is the wholesale price prevailing at the time and place of each purchase, plus or minus a certain percentage or absolute amount. Such an arrangement was, for a time at least, used by the State of Washington in the purchase of tires, tubes, gasoline, lubricating oil, and batteries—with what Mr. Russell Forbes has described as conspicuous success.<sup>21</sup> Purchases for State-owned cars were made from the successful bidder (minus a specified percentage discount) at any of its distributing and sales stations. The scheme has been used also by Fresno County, Calif., in the purchase of gasoline and lubricating oil.<sup>22</sup> A modification of this type of "indefinite price" arrangement is that now used by the Federal Procurement Division in making term contracts for gasoline. For each of a large number of zones into which it divides the country, the Procurement Division contracts for gasoline at the posted price minus a stated number of cents (or the posted price, or the posted price plus a stated number of cents). But there is a proviso that the price shall not exceed a definite maximum stated in the contract. Almost invariably, the "maximum" is the lower of the two prices. The other alternative is included to enable the Government to benefit by any "price war" which may conceivably occur. The term used is 3 months. But this type of contract may well be useful in other circumstances and for commodities for which the term could be even longer than a year.

<sup>20</sup> On General Schedule of Supplies contracts, the bond amounts to "20 percent of the money value of previously reported purchases."

Sec. 1 (a) of the Walsh-Healey Act (49 Stat. 2036, 74th Cong., 2d sess., approved June 30, 1936) requires that each Federal supply contract for an amount in excess of \$10,000 shall be with "a manufacturer or a regular dealer in" the supplies to be delivered. Ordinarily this is interpreted as a requirement that the bidder already be operating in the business, as is also the statutory requirement that the award go to the lowest responsible bidder. (See ch. I, above.) But in the Permanente incident it apparently was assumed that such factors as the concern's organizers' previous acquaintance with the business and the corporation's possession of abundant raw materials made the corporation a "manufacturer" or a "regular dealer," and that such factors plus the performance bond made the corporation adequately "responsible."

<sup>21</sup> Russell Forbes, *Governmental Purchasing*, Harper, New York, 1929, pp. 197-198.

<sup>22</sup> *Idem*.



According to another formula for a variable price, bids would be in terms of stated prices. But the bid invitation and the contract would stipulate that each price<sup>23</sup> be varied over time according to a composite index of the purchased commodity's current market price and of the respective current market prices of a number of commodities related to it in use or in production. The variation might well be limited. For example, it could be stipulated that only half of each change be taken into account; or that the price never fall below 80 percent of the initial price or rise above 120 percent of the initial price. According to the first alternative, a 30-percent rise in the index<sup>24</sup> would bring a 15-percent rise in the price paid by the Government. According to the second alternative, such a rise in the index would bring a 20-percent rise in the price paid by the Government. Any such limitations would need to be formulated separately for individual types of merchandise or services. It is of course an open question at best, whether an index would be adequately reliable for this purpose. Probably no further statutory authorization for using such a formula is needed, although of course it at present could not be applied to a term in excess of the period for which funds could be spent on definite-price contracts.

An alternative way of making provision against price changes in long-term contracts is to use price formulas based upon cost.<sup>25 26</sup> This presupposes a substantial degree of Federal inspection of the supplier's cost data and records relating to the incurring of costs. One such formula would take into consideration the accounting information of the various bidders, for a year or other test period prior to the letting of the contract. The Government could then award the contract for each commodity desired by it, to the firm showing the lowest unit cost for that commodity, the contract price being the unit cost in the test period. The "unit cost" might include a return-on-capital fixed either as a percentage of the value of the property used, or as a percentage of the other cost elements; or the return-on-capital might be made a flat sum per unit of product. In order that the unit cost, according to a formula, would be independent of the varying degrees of capacity utilization of the various bidders during the test accounting period, the return on capital and other costs, such as depreciation and overhead salaries, might be spread over a volume of business determined as that which would show a percentage of capacity utilization stipulated in the bid opening advertisement. The applicability of such a formula is limited because it presupposes an industry in which cost-accounting problems are relatively simple and in which all bidders use cost-accounting systems that would yield data by means of which a comparison between firms could be made for each commodity involved in the Government bid opening. At predetermined intervals during the term of the contract the Government could, in accordance with explicit provisions agreed to by

<sup>23</sup> A single contract may involve numerous commodities and hence numerous prices.

<sup>24</sup> A rise of 30 percent, with the index at the time of the contract taken as 100.

<sup>25</sup> Our preprocurement experience during the first World War showed us the gross unwisdom of the "cost plus" schemes then used (see ch. V, above); but not all price formulas based on cost are so unpromising.

<sup>26</sup> Editor's footnote: "It is hardly necessary to point out the many problems inherent in any 'price-based-on-cost' scheme (as witness the rate-making problems of public service commissions), and, more fundamentally, the fact that such an approach is almost diametrically opposed to the principle that competition operates as the best protection of any purchaser as regards price, and that it does so with a minimum of Government participation in the situation. It seems to me that, in general, application of governmental price fixing is undesirable, as compared with either enforced competition or other competition as the price regulator or as compared with governmental ownership. In any event, I should not care to encourage procurement on a price-based-on-cost basis."—Joseph J. O'Connell, Jr.



the supplier in the contract, reexamine his records and—disregarding any foolishly or dishonestly incurred elements—arrive at the unit cost for the most recent period and apply this to the ensuing period. Any extraordinary efficiency or inefficiency which the supplier then exercised would work automatically to his own advantage or disadvantage.

A price-based-on-cost scheme roughly similar to that used in public-utility rate making could be used. As it is here envisaged, there would be no examination of cost records of the various bidders at the time of the letting of the contract. For example, the term of the contract might be 8 years, with a provision that the price for the first year be arrived at through competitive bidding, with the successful bidder to have his prices determined, a year later, for the second year—and so on. Prices for each of the last 7 years could be arrived at by a prediction of cost, including depreciation of and a return on capital. As in the price-based-on-cost scheme outlined in the foregoing paragraph, the result of any unusual efficiency or inefficiency on the part of the supplier would accrue to him, not to the Government.

In each of these price-based-on-cost schemes, the method of determining the value of plant and equipment would—like the rest of the cost-computation formula—be determined in advance by the Government agency issuing the bid invitation and would not necessarily be identical for all bid openings. Without attempting to list all possible methods, it is here suggested that the agency might use the most recent value reported to the Government for some other purpose—such as income-tax returns, or reports required by the Securities and Exchange Commission. Still another possibility would be to arrive at a valuation of the successful bidder's property by the "prudent investment" method of computation. If his construction of the plant were contingent upon his being awarded the contract (i. e., if the plant were actually not yet built), such an evaluation would be peculiarly simple. Whether the plant be new or old, two salient aspects of the prudent investment idea would be used. (1) Unwisely or dishonestly incurred elements of cost would be ignored; e. g., the part of the price of the site over and above what it was necessary to spend. (2) The valuation of the plant would remain untouched by the behavior of the market. It would be changed only by such factors as extensions and depreciation.

In fairness to bidders in any price-based-on-cost scheme, description of the costing scheme (both the initial and the subsequent aspects of it) should be set forth in the bid invitation. Alternatively, if a single scheme were being used for various contracts, it could be published in the Federal Register or elsewhere and incorporated in bid invitations simply by reference.

The statute under which the Procurement Division now operates is probably broad enough to enable it to use cost formulas such as those outlined above. However, any doubt as to this might well be precluded—by clarifying the existing authorization to the Procurement Division in this respect.

#### *(b) Slack-Season and Recession Discounts.*

In addition to ample provision for long-term contracts, several other innovations in procurement contracts may be suggested. Among those is a system of soliciting slack-period discounts. Under existing

practice the purchase of goods to stock affords an opportunity to select the time of purchase so as to get the advantage of lower prices prevailing during periods of slack business. Such an opportunity is limited, however, to markets whose prices, either because of competition or because of a definite price policy on the part of the sellers, promptly reflect slackened demand. Even in such markets, definite-quantity orders, on a definite-price basis, placed either by the using agency directly or through the Procurement Division as agent, afford no opportunity to take advantage of slack-period bargains, so long as such orders are on a purely hand-to-mouth basis. And in the case of purchases under single-price, indefinite-quantity year contracts the Government necessarily foregoes any opportunity to get slack-season discounts.

For as large-scale a buyer as the Federal Government, it would seem that there are untried possibilities in the way of slack-period price discounts. Indeed, slack-period discounts should serve both of the basic purposes with which this study is concerned: They should enable the Government to buy more cheaply by advance planning (see ch. IX) and they should foster business stabilization, both directly and through suggesting the wider use of slack-period discounts in sales to private users. Some of the procedures involved in such discounts may be outlined in general terms. Their working out in detail must necessarily be a matter for experiment and ingenuity in each particular case. It will be convenient to consider separately slack seasons and slack years because the former are easier to identify and to forecast. We shall also consider indefinite-quantity contracts and definite-quantity contracts separately.

In the case of indefinite-quantity annual contracts covering orders calling for immediate delivery the Government might follow either of two general procedures in advertising a bid opening: (a) It might, on the basis of accumulated data about the market involved, designate several months as slack months for it, and simultaneously ask both for a bid for orders placed during the other months and for a bid for orders during the designated slack months. Under this plan one bidder might be low for the slack months and another be low for the remaining months, and separate contracts might accordingly be made for the two periods.

(b) The Government might advertise for two bids, one for slack months and one for busy months, but let each bidder designate the months himself. In this case, more than two contracts might be negotiated covering a year. In neither plan would a bidder be required to bid on both the slack-season and the busy-season contracts in order to be considered at all, but such a requirement might prove necessary, at first, to overcome inertia against this type of bidding. If, under either of these plans, the beginning of the contract year coincides approximately with the beginning of the slack season, the amount of the discount will afford a definite basis for inventory planning. If the discount is sufficient to cover any deterioration and the carrying charges involved, the Procurement Division or the using agencies should stock up during the slack season enough to provide for the entire year's requirements.

In the application of the slack-season discount to definite-quantity purchases, as in its application to indefinite-quantity contracts, the physical specifications should be the same in the two orders, and the

quantity in the slack-season order should ordinarily be larger. With a well-developed system for planned procurement, there is no reason why such an arrangement should not be feasible. Here, too, advance buying during the slack season would presumably be carried on either by the Procurement Division or by agencies which are large users of the commodity in question.

For our present purpose there are three important differences between a seasonal slackening of trade and a slackening of trade due to a general business recession. (a) It is comparatively easy to establish a rule which will enable us to say, at the start of each month (or even long before), whether a slack-season discount is to apply. It is much harder to establish a definite rule which will enable us to say at the start of each month whether during the month a recession discount is to apply. (b) At the start of a slack season the needs during the coming busy season can be estimated with much more assurance than, at the start of a business recession, the Government's needs for a commodity during the following period of brisk business can be estimated. This point limits the scope of a recession-discount scheme to goods that do not depreciate rapidly and which can be cheaply stored. (c) Each supplier knows, upon receiving a contract, exactly what part of the year is to be regarded as the slack season. No one knows, on the awarding of a contract, what part of the term (if any) will be regarded as a recession. If a business concern gets a busy-season order from the Government but is not the successful bidder on season contract from the Government but is not the successful bidder on the slack-season contract, the Government's shift from one seller to the slack-season contract, the Government's shift from one seller to another does not add to the uncertainties of anyone's business operations. But if there were a chance that the Government might shift from one seller to another who had made a lower bid for a "recession delivery," that chance would probably accentuate business uncertainty. This third point suggests that on definite-quantity contracts a recession discount should apply only to purchases which are in addition to an amount definitely contracted for as to quantity, to be gotten from one or more specified suppliers and entailing no recession discount, regardless of business conditions. It suggests that, on indefinite-quantity contracts, a recession discount should apply only to purchases which are in addition to an amount stipulated in the contract, to be gotten from one or more specified suppliers and entailing no recession discount; but there would, of course, be no contract with anyone to purchase the stipulated amount, nor would the contractor or contractors at the higher price applicable to purchases before the stipulated total had been reached necessarily be the same as the contractor or contractors at the lower price for additional purchases. Very probably the scheme of slack-season discounts would require no departure from the now prevailing language of appropriation acts, and no other statutory change. The scheme of recession discounts conceivably would require special statutory authorization, since the determination of the recession period would not occur until the arrival of the recession. But, if a contract provided explicitly for a determination so timed, there is no readily apparent reason why the contract would be invalid. The President or a specially provided board of persons connected with procurement might, in a statute designed to cover this matter, be authorized and directed to proclaim the existence of a re-



cession whenever he, or it, should determine the existence of a recession as indicated by criteria stipulated in the proclamation, such as the volume of employment, the volume of retail sales, and the wholesale price index. Such a determination could apply to the economy as a whole or to individual industries.

The various suggestions in this section—as to slack-period discounts, long-term contracts, and other arrangements for greater flexibility in procurement contracts with private suppliers—are not to be regarded as a single series of mutually exclusive alternatives. As has been indicated, some are alternatives to each other. Some of the devices could be used in combination. Some, although not alternatives to each other, would not necessarily make a desirable combination with each other. Thus, it would in some instances be necessary to decide whether the slack-season feature, with its chance that no one bidder will be low with respect to the whole term of the contract, might offset too much of the advantage which, as indicated in section 2a, might accrue to the Government from offering a contract of long duration.

### 3. PROCUREMENT BY MANUFACTURE

Existing Federal procedures in procurement probably should in some measure be supplemented not only by long-term contracts and other deviations from the now prevailing arrangements with manufacturers and jobbers, but also by governmental production of goods and services for the Government's own use. The lack of a barrier in the Federal Constitution to municipally and State owned and operated enterprises for the sale of commodities and services to the general public has been recognized by the Federal Supreme Court at least as far back as *Jones v. City of Portland* (1917)<sup>27</sup> and *Green v. Frazier* (1920).<sup>28</sup> In *Frothingham v. Mellon* (1923)<sup>29</sup> the question was the very broad one of whether there is any constitutional barrier to the expenditure of funds by Congress for purposes not enumerated in the Constitution. The Court decided there is not. *United States v. Butler* (1936)<sup>30</sup> is thus far the lone instance in which the Court has held that there is a constitutional limitation as to the objects of Federal expenditure. This decision—especially in view of the Court's endorsement of the huge old-age insurance system in the following year—can hardly be taken as the Court's final word on the question of whether Congress is limited to particular objects of expenditure, or whether on the other hand the spending power may be utilized for whatever end Congress deems desirable. Presumably even the fifth amendment affords no basis whereby private business firms could forestall or end Federal competition with them; for the fourteenth amendment has not been regarded as a barrier to municipal competition (*Standard Oil Company et al. v. City of Lincoln* [1927]).<sup>31</sup>

If governmentally owned and operated business enterprise for the sale of goods and services to the general public is constitutional,<sup>32</sup> the far more modest work of governmental production for governmental

<sup>27</sup> 254 U. S. 217.

<sup>28</sup> 253 U. S. 233.

<sup>29</sup> 262 U. S. 447.

<sup>30</sup> 297 U. S. 1.

<sup>31</sup> 275 U. S. 504.

<sup>32</sup> Cf. Dexter M. Keezer and Stacy May, *The Public Control of Business*, Harper, New York, 1930, VIII; and Edward S. Corwin, *The Twilight of the Supreme Court*, Yale University Press, New Haven, 1934, p. 179 and passim.



use presumably is constitutional. On April 29, 1940, the Supreme Court stated (*italicized words are obiter dictum*) that the Federal Government—

\* \* \* *enjoys the unrestricted power to produce its own supplies, to determine those with whom it will deal, and to fix the terms and conditions upon which it will make needed purchases.* [*Italics supplied.*]<sup>33</sup>

Production by the Government for its own use is, in the most precise sense of the term, incidental to other governmental activity. Of course there would probably need to be general or specific statutory authorization for almost any instance of such production, an authorization that does not now exist.

Probably the most useful type of organization for the conduct of Federal "procurement by manufacture"<sup>34</sup> and for related activities, would be a Government-owned corporation. This could be created by a special act, endowing it with the authority necessary to the carrying out of its purposes. It would probably be desirable that such a Federal Procurement Corporation have on its board of directors one or more representatives of the Procurement Division (for example, the Director of Procurement *ex officio*) and a representative of the Federal Works Agency. The act of incorporation might also provide for representation of the Military Establishment, and for one or more members to be appointed by the President subject to Senatorial confirmation.<sup>35</sup> As has been noted in chapter I, section 2, the War and Navy Departments and the Work Projects Administration are very large users of matériel. There should be a provision in the act of incorporation that any function or functions of the Procurement Division may be exercised through the Procurement Corporation, by either the order of the President or agreement between the Director of Procurement and the Corporation's Board of Directors.

But many things are constitutional which fall far short of being advisable. Sundry factors should be considered in reaching a decision as to whether "procurement by manufacture" should be undertaken. Most of these are similar for the Government to those which a private business concern would need to consider.<sup>36</sup> Probably no line of production should be entered by the Federal Government unless the prospect is that the total Federal need for the commodity to be produced is adequate for operation on an efficient scale, or unless a volume of such size could be reached through production not only for the Federal Government but also for any State and local governments voluntarily entering into long-term contracts whereby the Federal

<sup>33</sup> *Frances Perkins individually and as Secretary of Labor of the U. S., et al. v. Lukens Steel Co., Alan Wood Steel Co., South Chester Tube Co., et al.*, 310 U. S. 113 (1940).

<sup>34</sup> Rather, any procurement by manufacture beyond that already undertaken, such as the manufacturing done in Federal arsenals.

<sup>35</sup> Preferably, the Presidential appointees would constitute a majority, in order to insure harmony between it and any part of the Government with which, from time to time, the President would find it useful to coordinate the corporation.

<sup>36</sup> Editor's footnote: "The study assumes, and so states without further elaboration, that the considerations which should move the Government in determining whether or not to manufacture a given commodity for its own use would be the same as those which would move any private purchaser. It seems to me that the considerations are not the same and that the study does not demonstrate that they are. The study takes the position that whenever, in the judgment of the procurement agency, the Government could manufacture a needed commodity for a lesser price than that for which it can be obtained in the open market, that fact alone would be sufficient to justify Government manufacture. It seems to me that it would be more in line with our Government's policy as regards the maintenance of a privately operated competitive economy, if Government manufacture were to be considered only in connection with situations where, regardless of price, the Government finds itself confronted with what is essentially a monopolistic situation or, more narrowly, one in which price competition does not obtain. As has been indicated before, any proposal either of procurement on a price-based-on-cost basis or of a determination to enter or not to enter a field of manufacturing based solely on estimates of relative costs, not only poses a number of difficult and possibly unanswerable questions of cost accounting and the like, but also ignores the fact that our economy is presumed to be operated on the theory that where effective competition exists, matters of price tend to take care of themselves."—Joseph J. O'Connell, Jr.

Government would serve as supplier to the others. The only other way of building up a sufficient volume would be by sales to private buyers. So far as the problem of procurement is concerned, such sales should—if permitted at all—be only a minor part of the total output of the Federal enterprise. Any proposal for or against governmental production with sales primarily to private buyers would involve broader issues than those considered in this report.

But what, in procurement by manufacture, is meant by "operation on an efficient scale"? The answer is simple. For the Government, as for any other user of supplies and materials, it is efficient to produce what might be bought, if production is cheaper than purchase. Thus it might be advisable to produce particular items instead of buying them, even if the plant that would be constructed would not be large enough to reach the lowest possible cost per unit of the commodities manufactured.<sup>37</sup>

Investigation should be made as to whether any proposed plant would be able to make joint use of some of the personnel or property of already existing governmental activities without a proportionate increase in the total salaries of the personnel or the cost of maintaining the property. That is, would the plant be able to share some overhead expenses with these other Government activities, to its and their common benefit? The manufacturing establishment ought as a matter of course to be charged with the cost of any added overhead services necessary to it. If it could also share part of the already existing overhead cost and still measure up to the "if-production-is-cheaper-than-purchase" standard set forth above, that fact would merit favorable consideration in deciding whether production should be undertaken.

A further factor which, if present, points toward procurement by manufacture is the exaction of excessive prices from the Government through collusive and other monopolistic practices. Mr. Lewis mentions the plight of industrial concerns which have been required, by collusive suppliers, to pay excessive prices for their materials, supplies, and parts.<sup>38</sup> He states that such a concern is in a strategic position to bargain with the suppliers if it will manufacture even a small part of its requirements.<sup>39</sup> He points out that the financial test which is appropriate is not a comparison of the concern's prospective costs in producing its own matériel, and the outside suppliers' costs in producing such commodities. The proper item to compare to the concern's prospective costs in producing its own matériel is the price which it would have to pay the outside suppliers.

In the hearings on the antibasing point bill, some attention was given to the possibility of the Government's utilizing this same principle of economy. As has been recounted in chapter IV, section 2, testimony was presented on identical bidding, including such behavior

<sup>37</sup> Cf. John M. Clark, *Studies in the Economics of Overhead Costs*, University of Chicago Press, Chicago, 1923, pp. 37-38; discussion of Absolute Versus Alternative Costs.

<sup>38</sup> Howard T. Lewis, *op. cit.*, p. 308.

<sup>39</sup> Editor's footnote: "It might be noted that the T. N. E. C. record contains several instances, notably that of the Ford Motor Co. and the American Brass Co., illustrating the extent to which private industrial concerns will go (when on the buying side) if confronted with a situation which they feel is not competitive in the price sense. Ford has gone into the business of manufacturing a portion of his needs in steel (to an extent to implement his bargaining power in that field) and the American Brass Co. encouraged (and may have financed, or at least gave assurances of patronage to) a second company to enter the field of the manufacture of beryllium, a product the company purchases in some quantity. The two techniques are not as dissimilar as might at first appear, and are obviously both intended to reach the same objective; namely, the benefits of competition (or its equivalent) in price to the buyer of the product."—Joseph J. O'Connell, Jr.

on cement contracts for the Bureau of Reclamation. The following question and answer are pertinent here:

The CHAIRMAN [Senator Wheeler]. If this practice of holding up the Government with these high bids continues, don't you think it would be advisable and feasible for the Government to build some cement plants and use that as a yardstick?

Secretary ICKES. Entirely so.<sup>40</sup>

In order that governmental production may not be undertaken without adequate inquiry into alternative costs, any general statutory authorization for governmental production probably should require, as a prerequisite to the undertaking of any particular manufacturing or service activity, a formal investigation and finding of fact by the executive in whom discretion is vested. Governmental production would be permissible only if the finding of fact were that there is a reasonable expectation that the proposed arrangement will supply the Government at an expenditure less than it would have to make in order to obtain the goods or services by some other arrangement, such as purchase from completely private contractors, or contract with a private operator of a governmental plant. Unless the expectation were for a substantial period, such as 5 years, an affirmative finding of fact would nevertheless not permit procurement by manufacture. There should be a further requirement that formal reinvestigations be made periodically to determine whether continuance of the particular manufacturing activity is financially justifiable.

For the Government, as for a business concern, any proposal to produce a type of matériel which it has not previously produced must be weighed partly in terms of the administrative or technical skill peculiar to the processes involved. If this skill lies rather far afield from all of the Government's existing activities, the question becomes one of whether it will be feasible to acquire suitable personnel of each type needed.

It is said that a business concern which undertakes procurement by manufacture can rarely afford enough research concerning this "side-line" to provide for continuous improvement of product and lowering of costs.<sup>41</sup> The Federal Government could and does carry on scientific research as an aid to industry, and finances this research by means of general revenue. In part, this work would benefit federally owned manufacturing plants. Alternatively, the Government could, like a business concern, consider whether the total output of a proposed plant would be large enough to absorb this species of overhead cost—the expense of research related to the plant. The particular arrangements for research would vary. To the extent that new legislation is necessary to authorize such research, the authorization might be made as a part of the authorization of production. If States were contracting for part of the output of the Federal plant, they might desire the effectuation of arrangements between the Federal Procurement Corporation and the science and engineering departments in their respective universities such as are now made between industrial

<sup>40</sup> Hearings (cited in footnote 11 of the present chapter), p. 291. Cf. sec. 2 of the Vinson-Trammell Act (48 Stat. 503, 73d Cong., 2d sess., approved March 27, 1934). That portion of section 2 which relates to procurement of aircraft reads in part:

"\* \* \* The President is also authorized to employ Government establishments in any case where—  
 "(a) It should reasonably appear that the persons, firms, or corporations \* \* \* bidding for the construction of any of said aircraft \* \* \* have entered into any combination, agreement, or understanding the effect, object, or purpose of which is to deprive the Government of fair, open, and unrestricted competition in letting contracts for the construction of any of said aircraft \* \* \*."

<sup>41</sup> Lewis, op. cit., pp. 311-312.



corporations and such departments; e. g., the supplying of graduate research fellowships for inquiry into technical subjects of interest to the grantor of the fellowships. In any event, the Government is quite as able to employ inventive technicians on a salary or stipend basis as are large business corporations, which have long since found that basis of rewarding such personnel a desirable one.

Another potential problem to be faced is likewise an aspect of the question of efficient size. Production must be adequately coordinated with current requirements. This does not necessarily mean week-by-week or even month-by-month equality of the two. But it may nevertheless mean, for some commodities, that the Government would have to make "runs" that would be too small from the standpoint of efficiency; (or that it would have to have an expensively large plant in order to handle the peak load). The amount of the commodity needed by the Federal Government and by any non-Federal governments associated in the venture doubtless should not be pica-yune; but the total governmental consumption would not necessarily be a large percentage of the national consumption. Moreover, the Procurement Corporation probably should have an authorization, subject to suitable restrictions as to terms, to sell a part of its output to private buyers. This would make additionally feasible the attainment of an efficient scale of operation, and it would provide against any unforeseen contingencies which would make the inventory accumulation too large. Whether the overhead item of selling expense would be justifiable for a minor part of the whole governmental output would depend upon such circumstances as the selling procedures peculiar to the commodity. In any event, to prevent the conversion of "procurement by manufacture" into the production of merchandise to be sold chiefly to private users, it might be worth while to fix a maximum percentage of the Federal output of the commodity which could be sold to such buyers.

Two objections commonly raised against governmental enterprises which sell to the general public are that, being tax-free, they are unfair competitors of private concerns, and they deprive of revenue those governments having jurisdiction in their area other than the government which owns them. The second objection is equally valid against tax-free governmental enterprises operated solely for procurement purposes. As to the first, it could but not necessarily would be a valid objection to tax-free procurement by manufacture. Certainly the Procurement Corporation should be charged (as one of its "direct costs") an amount equal to Federal, State, and local taxes (other than net-income taxes) upon plants and equipment similar to those of the Corporation but privately owned.<sup>42</sup> Whether the entirety of the money thus collected from the Procurement Corporation should be paid into the general fund of the Federal Treasury, or whether it should be divided among the several Governments concerned, is a question of public policy rather removed from the problem of procurement.<sup>43</sup> This question, as well as the general method of determining the amount of "taxes," should be dealt with, however, in any statutory authorization of procurement by manufacture.

<sup>42</sup> It would be all the more appropriate to levy this taxation if part of the plant output were sold to private buyers.

<sup>43</sup> Editor's footnote: "Without attempting to decide the broad question of policy here posed, it might be pointed out that the T. V. A. has recommended to Congress that it be authorized to pay to the public bodies in which it operates sums in lieu of taxes—this representing at least one attempt to meet this problem."—Joseph J. O'Connell, Jr.



The Federal Government, whether acting through a Procurement Corporation or otherwise, should not engage in procurement by manufacture without using a well-developed cost-accounting system, with just and reasonable allocation of indirect costs.<sup>44</sup> Any statute creating a Procurement Corporation probably should lay down this requirement. Any cost-accounting system in procurement by manufacture should most certainly include a provision for a depreciation charge. Another element of cost which should not be omitted is interest. This should not be computed merely at the rate actually paid to the persons lending capital to the Procurement Corporation. So long as Federal bonds are exempt from Federal and non-Federal taxation, the "interest rate" in the cost records of the Procurement Corporation should be sufficiently above the actual interest rate on the bonds issued for financing the Corporation, to offset that organization's advantage over a private concern, which would have to offer an interest rate that would cover taxation to be paid by the holders of the concern's bonds.<sup>45</sup> But even though the Corporation's costing system most certainly ought to be business-like, there would be no need for the Government's charging itself for a nonexistent process of selling its products to itself—i. e., no necessity for the Procurement Corporation's paying into the Treasury an amount equal to the cost of such a process.

In an administrative investigation and finding of fact to determine whether a proposed instance of Federal procurement by manufacture is financially sound, not only taxes and interest (as they have been described here) should be charged to the proposed undertaking, but, of course, all other direct costs also. As to indirect costs, the amount to be charged should be the additional expenditure (for indirect costs) which the new production task would cause the Government to have to make. For example, if the new undertaking involved the use of a heating plant in common with other Federal activities, any additional cost of operating and maintaining the heating plant should be charged to the new procurement by manufacture.

The costing scheme outlined in the foregoing paragraph should be used not only in the investigation of the financial soundness of each proposal for procurement by manufacture but also during the operation of each procurement-by-manufacture plant, until the first reinvestigation of its financial soundness. However, the Procurement Corporation, like any other business concern, might find that some of its property would depreciate in value at a rate more rapid than

<sup>44</sup> Indirect costs (also called "overhead costs") are chiefly those not specifically and solely traceable to a particular department or activity of an organization having two or more departments or activities. For example, any manufacturing plant of the Procurement Corporation located near other Federal buildings might use a heating plant in common with them. For the manufacturing plant and for each of the other buildings, the cost of the heating plant would be an indirect cost. Direct costs are those specifically and solely traceable to a single department or activity of an organization having two or more departments or activities. For example, the wages of employees of the Procurement Corporation would be one of the Corporation's direct costs.

Costs can also be distinguished as "sunk" or as "out-of-pocket" in each of these two, there is some direct and some indirect cost. Sunk costs are those made at one point in time for a considerable period in the future. They continue whether or not one is availing himself of what they are meant to provide. For example, the expenditure for purchase and installation of machinery in a factory is partly a sunk cost. The part of the expenditure that is a sunk cost is the total expenditure minus the price that could be gotten by resale of the machinery—and also minus any funds that have been set aside as an offset to depreciation. Out-of-pocket costs are those which are undertaken for rather short periods of time (e. g., wages) and hence are usually dispensed with readily enough when there is no longer a need for what they buy.

<sup>45</sup> Editor's footnote: "As regards the tax-exempt feature of Federal bonds, it might be pointed out that the best authority on the subject seems to be that the tax exemption at present accorded them does not reflect itself in any very substantial difference in the interest rate (indicating that this point is a minor one), and that the Administration has consistently recommended that the exemption, insofar as future issues are concerned, be removed (along with whatever exemption is now accorded the interest on State and municipal bonds)."—Joseph J. O'Connell, Jr.

that anticipated. For example, a marked improvement over the existing machinery in a plant might occur which would sufficiently cheapen the production process for owners of the new machinery that the old type of machinery (owned by the Corporation as well as by various private concerns) would decline sharply in resale value. Thereafter the depreciation on the machinery in the Corporation's plant should be reckoned on the basis of the reduced market value, not on the basis of the original cost. In the first reinvestigation of the financial soundness of procuring a particular commodity by manufacturing it, and in the current cost-accounting used for that commodity thereafter, the total cost of procuring it by manufacture should be computed as follows: The total cost would be the amount by which the Government could reduce its expenditures if it abandoned production of the commodity;<sup>46</sup> plus the resale value of any machinery, equipment, buildings, and materials on hand and intended for use in producing the commodity.<sup>47</sup> If a rule of this sort were followed, it would be possible to decide accurately whether the commodity should continue to be manufactured by the Procurement Corporation, or whether some other mode of procurement should be adopted to supersede manufacture.

Lewis, the writer on private "procurement by manufacture" cited above, warns industrial concerns that the particular unit which carries on this type of procurement may come to feel that it has a "protected status"—i. e., that special concessions should be made to allow it to continue to exist.<sup>48</sup> He outlines such an experience in an industrial concern, in which the concern had its machine shop produce some of the concern's equipment. After a period of years in which outside bids were not called for on this equipment, the machine shop was exposed to outside competition. Apparently it had not managed to keep abreast of improvements in efficiency in the outside establishments; for it was unable to compete even when it came to be charged merely with its direct, out-of-pocket costs. Counting only those costs seems too generous to the machine shop, rather than being a rigorous cost-accounting scheme, since there presumably could have been some reduction in current overhead (indirect, out-of-pocket costs) if the venture in procurement by manufacture were to have been abandoned—and conceivably the company would also have recouped something by sale of some equipment. On the other hand, it is as true 5 years after a "procurement by manufacture" unit has been constructed as it is when the plant is still only a proposal—that production is better than buying if buying calls for spending more money than the amount that can be saved by ceasing production.<sup>49</sup>

In part, the problem faced by the concern which Lewis describes—the problem of a procurement-by-manufacture unit which ceases to be able to meet outside competition—overlaps that (discussed above) of providing adequate developmental facilities and personnel for the organization which does the task of procurement by manufacture.

The financing of governmental purchase or construction of factories would, if the safeguards outlined here were adopted, be on a self-

<sup>46</sup> It should nevertheless be noted that this is intended to mean, among other things, that "taxes" would be a cost element throughout the life of the plant for procuring the article by manufacture.

<sup>47</sup> For an expression of the same idea, in application to private enterprise, see Clark, *op. cit.*, pp. 49-50; and cf. pp. 64-65.

<sup>48</sup> Lewis, *op. cit.*, pp. 312-315.

<sup>49</sup> The "saving" includes the resale value of machinery, etc., on hand—as was noted above.

liquidating basis, since these safeguards include provision for a depreciation charge and for interest.<sup>50</sup> Because of the self-liquidating character of the enterprises, Congress might find it appropriate to give general authorization to the Procurement Corporation to issue its own bonds (guaranteed by the United States, as to principal and interest). But to insure the inclusion of the safeguards with respect to each plant, there should be a statutory direction for clearance of each proposal with the Director of the Budget, and for issuance of the bonds only with the approval of the Secretary of the Treasury.

In another respect besides taxation, governmental procurement by manufacture might conceivably bring harm to legitimate private business, but this difficulty could also be met quite effectively. If an industry already has entirely ample plant facilities, or more than ample, it would be hurtful to the industry in particular and wasteful for society in general, for the Government to build a plant instead of buying or leasing one. With respect to each proposal by the Procurement Corporation that it construct a plant, the Corporation should be authorized and directed by the statute creating it, to investigate whether an adequate amount of plant capacity, of reasonable efficiency, already exists. It should be directed that, if such be the case, it attempt to lease or purchase the needed plant and equipment by negotiation or—that failing—to use eminent domain proceedings. In neither method should the Corporation be required to purchase a plant inconveniently far away from the place or places where the commodities would be needed or from the place or places where the raw materials for use in the plant were available.

#### 4. PRIVATE OPERATION OF FEDERAL PLANTS

Federal ownership of a plant to fill the Government's own procurement needs at a reasonable cost would not necessarily involve Government operation of the plant. Operation of a Government-owned plant by a private concern might, for example, be a means whereby the Government could have the advantage of both publicity and secrecy of prices: Publicity of the production cost per unit in the establishment, and secrecy with respect to the prices paid by the operator to persons furnishing him with materials and supplies. The only persons possessing the latter information would be the operator, his suppliers, and the Federal officers dealing with the operator.

Contracts for private operation of Government plants would probably need invariably to be long-term. If the operator had the right to sell to the Government but to no one else, the contractual scheme might well call for no payment of rent by the operator to the Government, but solely payment to him by the Government, of all his expenses plus a margin of profit on either a per-unit or a percentage basis. If the industry were one with rather static technology, governmental inspection to insure a reasonable degree of efficiency would perhaps not have to be extremely minute or extremely frequent. Cost comparisons at intervals would also afford such a safeguard (i. e., the Government could at intervals buy a part of its supply on

<sup>50</sup> Inasmuch as the Government would not default on the bonds issued for construction of any plant of the Procurement Corporation even if technological advance were to reduce greatly the value of the plant's machinery, it might be well to provide against such reduction in value by setting up as a reserve the funds earmarked as "taxes" and the funds that would be obtained by adding to the actual interest rate an amount to offset the tax-free character of the bonds. This reserve could, if need be, supplement the other funds available for servicing the bonds which had been issued for construction of the plant.



the open market in order to compare prices) if the industry were adequately competitive.

But the prices paid by the operator to his own suppliers probably could not be safely left secret if he were to use any cost-plus system fixing the price paid by the Government in terms of actual costs. With such secrecy, the operator would probably not have a sufficient incentive to efficiency and honesty unless instead a periodic reckoning of what the costs would probably be in the ensuing period were used in setting the price. If he were then peculiarly efficient or peculiarly inefficient, the benefit or harm would accrue to him, not to the Government. In any arrangement whereby the Government would be the operator's sole customer, probably an indefinite-quantity contract with a stipulated minimum would be the most desirable arrangement from a procurement standpoint. In any arrangement in which the Government would not be the operator's sole customer, either an indefinite-quantity contract or a definite-quantity contract might be used; and, in either one, a slack-season discount could be provided.

If the operator were allowed to have other customers besides the Government, an outright leasing arrangement might be suitable, with the lease including a provision for sale of some of the plant's output to the Government either on a definite-quantity basis or on an indefinite-quantity basis.

Some safeguards desirable in governmental operation of procurement plants should have their counterparts here. Thus, the Procurement Corporation should be required to make a formal investigation of the financial soundness of any proposal to acquire and lease a plant, and to make periodic reinvestigations. The law establishing the Corporation should require that an adequate cost-accounting system, with just and reasonable allocation of indirect costs, be used. The law should also require that procurement by the leasing of a Government plant and its equipment to a private operator be abandoned whenever the current outlay (plus any money that could be gotten by sale of the plant, equipment, raw materials on hand, etc.) exceeds what would have to be paid for the commodities if gotten by an alternative method, such as purchase from private suppliers. So, too, provision should be made for tax-burden equality between the Government-owned plant and privately-owned plants. Each scheme for acquiring and leasing a plant should be subject to the approval of the Director of the Budget; and any securities should be issued only with the approval of the Secretary of the Treasury. Finally, no plant should be constructed without regard to existing plant capacity.

The Government's acquisition (by construction or purchase) of plants and equipment for lease to suppliers probably should be a function of the Procurement Corporation. Here, as in the case of procurement establishments not only owned but also operated by the Government, assurance that the establishments would be self-liquidating might well be regarded by Congress as justifying the authorization of the Corporation to issue its own securities,<sup>51</sup> within its discretion as channelled by statute, to finance such plants and equipment.

Procurement by means of Government-owned, privately operated plants and equipment may or may not be permissible under existing law. But statutory authorization of the floating of securities would be necessary, irrespective of whether the acquisition and ownership

<sup>51</sup> Guaranteed by the United States as to principal and interest.



of such property be vested in a Procurement Corporation. The use of a long term for the contracts involved would also have to be authorized, through appropriation acts or otherwise.

A factor affecting prices paid by the Federal Government which relates to all of the types of wider discretion for purchasing authorities discussed in this chapter involves the application of patents, copyrights, and trade-marks to dealings with the Government. It may be questioned whether the Government should permit a monopoly granted by it to be used against it. If the patent laws function in a manner promotive of science and the useful arts, there is as good reason for patent protection against the Government as for patent protection against anyone else. But if it should appear that inventors are not in general the recipients of patent-monopoly profits, and that invention would continue quite satisfactorily without the exaction of these profits, then the Government should probably authorize itself, by statute, to make use of patented processes and devices without payment of royalties.<sup>52</sup> To get this benefit might prove to be unduly complicated in contracts with completely private suppliers except in cases where the contracts are of a type relating price directly to cost. Under contracts relating price directly to cost, thoroughgoing cost accounting under federally prescribed regulations would be necessary and would afford an opportunity for omission of the monopoly profit which patent rights make possible. In federally owned enterprise, whether operated by the Government or not, it apparently would be simple enough to leave out such profit to the patent owner if an adequate cost-accounting system is maintained. But the question of public policy on patents is outside the scope of this study. So also are the questions of public policy on copyrights and trade-marks, respectively.

#### 5. SUMMARY OF PROPOSED LEGISLATIVE CHANGES FOR GREATER FLEXIBILITY

Because the Federal procurement system is but partly centralized and because it is flexible on the score of centralization versus decentralization, the manner of authorization most suitable to the existing pattern would be an authorization for the President to act directly or through Federal agencies or officers designated by him. It would thus be possible for the utilization of the granted authority to be varied within the executive branch in accordance with changing needs and the changing degree of centralization or decentralization of procurement. Ad hoc choice could be made as to the scheme of procurement to be used and as to which agency or officer should carry it out.

Many of the departures, discussed in this chapter, from the most typical procurement practices now in use would require congressional action. Because procurement is incidental to other affairs of government, Congress might be willing to confer a general authorization upon the Executive to handle this service function along such lines as those indicated in this chapter, instead of going at the matter contract by contract or plant by plant. However, it is obvious that any such authorization would not necessarily be granted in a single statute, especially in view of the fact that part of it might well be granted in

<sup>52</sup> Even under the present laws no patentee could sue the Government for infringement without its own consent. But assuredly the Government should not take advantage of this fact in any instance in which the patent has been acquired by its owner through proper methods.

appropriation acts. Legislation along the following lines would provide the Government with the authority to use all, or any suitable combination of, the devices for greater flexibility in procurement that have been described in this chapter:

(1) Authorization of encumbrance of matériel appropriations prior to the beginning of the fiscal year to which they relate.

(2) Making matériel funds available for a period longer than 1 fiscal year. This obtains in some appropriation acts but should be included in more of them than at present.

(3) Permanent authorization to make procurement contracts (with approval of Director of the Budget) for a period longer than the availability of the matériel funds.

(4) Permanent authorization<sup>53</sup> of the Secretary of the Interior to furnish materials which are already owned by the Government and which are under his jurisdiction, to concerns contracting to fill Government procurement needs.

(5) Permanent authorization of the President to determine methods of procurement (whether by purchase, by production, or otherwise), warehousing, conservation, distribution, and sale of matériel or services other than personal, or of property (real or personal) for procuring, warehousing, conserving, distributing, or selling of matériel or services other than personal; provided that the President (or any person or organization through which he shall act) shall, in choosing among alternative modes of procurement, be guided by objectives stipulated by the authorizing statute, e. g., (a) that he shall seek economy in procurement (including the functions ancillary to it) and (b) that he shall attempt to promote business stability.

(6) Establishment of a Federal Procurement Corporation for the conduct of procurement by manufacture and other procurement activities; with the authority to issue securities for the financing of procurement; the authority to lend funds; the authority to purchase property (both real and personal, by eminent domain proceedings or otherwise); the authority to be lessor or lessee of property (both real and personal); and the authority to sell matériel and services other than personal to other Federal agencies, to governments and organizations other than the Federal Government, and to individuals.

(7) Limitations applying to any authority newly granted along the lines of (5) or (6):

(a) That the purchase or production of any commodity or service shall be primarily for use by the Federal Government, as distinguished from sale by the Federal Government to some other prospective user or vendor.

(b) That the Government shall not undertake any project of procurement by production, or of procurement by lease of a Government plant and equipment to a person or organization outside the Government, unless there shall have been a formal investigation and finding of fact that such project will provide (for a substantial period) matériel or services at a cost lower than that otherwise available; and provided that there shall be a periodic reinvestigation to discover whether continuance of the project is financially advisable.

<sup>53</sup> In the event that the discretionary authority now vested in the Secretary of the Interior with respect to such materials is insufficient for the purposes here contemplated.

(c) That in any such project as the types envisaged in (7) (b) there shall be reckoned as a cost an amount equal to Federal, State, and local taxes (other than net-income taxes) upon similar property privately owned.

(d) That in any such project as the types envisaged in (7) (b) there shall be used a well-developed cost-accounting system, with just and reasonable allocation of indirect costs.

(e) That, in any such project, the initial computation of costs shall include (among other things) depreciation, actual interest, and a sum representing the advantage possessed by the project over establishments whose securities are not tax exempt.

(f) That each such project shall be planned with a view toward self-liquidation.

(g) That each proposal of such a project shall be cleared with the Director of the Budget, and that no securities shall be issued for financing it unless they be approved by the Secretary of the Treasury.

(h) That purchase or construction of a "procurement plant" shall be preceded by an investigation as to ampleness of existing capacity; and that (if capacity be ample) lease or purchase be undertaken.

As first steps in the legislative program here suggested, points (1) and (2) would be decidedly worth while. It would be vastly better to have the entirety of the program. The types of authority suggested would doubtless be of service even if never used.

## CHAPTER VIII

### FEDERAL ANTITRUST LAWS AND OTHER FEDERAL REGULATORY DEVICES AS AIDS IN PROCUREMENT

#### 1. ANTITRUST ACTIONS AND SIMILAR ACTIONS

##### (a) *Types of Actions and Some Illustrative Results.*

In chapter IV, facts were presented which indicate that some prices paid by the Federal and non-Federal governments are unfavorable to them. In the present chapter consideration will be given to the recourse in the courts or before the Federal Trade Commission available, or potentially available, to governments in instances in which prices appear to be unreasonably high or unjustifiably discriminatory. In general, such recourse takes the form of an action for violation of the antitrust acts or related laws.

There is a very imposing collection of Federal antitrust and similar actions which the Federal, State, and local governments can make use of where governmental procurement furnishes some or all of the evidence.<sup>1</sup> Further, there are additional actions of this type which are now available as a help to private buyers and after which legislation might well be patterned to aid governments. As aids to non-Federal buyers, some actions under Federal antitrust and related laws must be brought by the aggrieved individuals or organizations themselves, whereas some are brought by the Federal Government. Some can be brought by either the Federal Government or, on the other hand, private persons or non-Federal organizations.

There is a further possibility of antitrust actions based upon evidence obtained otherwise than through governmental procurement. Such actions may benefit governments as buyers, but their benefit is usually meant to have such wide application that they need not be considered in this study, except to the extent that experience with them casts light on the possibilities and the limitations of antitrust actions as an aid to procurement.

In order that governmental procurement may be aided it is not always necessary that an antitrust or other action be carried to a definitive conclusion. There is reason to believe that even in the initial stages of such actions they may have favorable results upon the prices paid by the Government. Thus in connection with the construction-industry investigation which the Department of Justice<sup>2</sup> has been conducting in numerous parts of the country, various electrical contractors in Pittsburgh were indicted on November 3, 1939, for conspiracy to defraud the United States (*U. S. v. William F. Hess et*

<sup>1</sup> The principal Federal antitrust actions that are usable in this manner are described in this chapter; but the list here given is not exhaustive. Moreover, by far the greater number of States have antitrust provisions in their respective statutes, or constitutions, or both.

<sup>2</sup> In Pittsburgh and certain other places there was a substantial degree of cooperation between the Department of Justice and the Public Works Administration's Division of Investigation.



al.).<sup>3</sup> In the indictment it was stated that in connection with each of 84 Public Works Administration projects, the bids received were nonidentical. But, according to the indictment, the electrical contractors comprising the Electrical Contractors Association of Pittsburgh, Inc., met to consider their respective bids on each of the projects, averaged these bids, and assigned to the contractor whose bid was nearest the average the privilege of being low bidder on the particular project. Bids lower than his were then adjusted to make his bid the lowest. The indictment went on to say that five of the persons indicted, including three officers of Local Union No. 5, International Brotherhood of Electrical Workers, used strikes, other means of intimidation, and bribes to prevent nonmembers of the association from submitting bids on the projects and to prevent members from departing from the association's scheme of bidding. Thus, it was charged, the Government was defrauded.

In Pittsburgh on August 10, 1939, and September 1, 1939, bids were received on a new P. W. A.-financed municipal hospital, the respective low bids being \$150,125 and \$144,100. Each set of bids was, in turn, rejected. Then the grand jury began the proceedings from which the November 3 indictment emerged. In response to a third bid invitation, bids were received on October 19, 1939, in which the low was \$117,859. Thus the low bid received during the grand jury proceedings was 18 percent under the low bid on the second bid opening.<sup>4</sup> Another saving to the Government which came from the construction-industry investigation in the Pittsburgh area appears to have been a far greater sum. On a single Housing Authority project it is indicated that there was a saving of \$1,250,000,<sup>5</sup> or over 11 percent.

(b) *Actions Arising out of Unreasonably High Prices.*

Wherever there is reason to believe that a Government or any other buyer is paying unduly high prices for articles because of a monopoly or a contract, combination, or conspiracy in restraint of interstate commerce, the Federal Government may through criminal or equity proceedings seek to remove the cause of the unduly high prices.

The Sherman Act<sup>6</sup> declares monopolies<sup>7</sup> and "Every contract, combination \* \* \* or conspiracy, in restraint of trade or commerce \* \* \*" <sup>8</sup> to be unlawful. Participation in any of these activities is a misdemeanor, punishable by a maximum fine of \$5,000, or maximum imprisonment of 1 year, or both. The Department of Justice has the authority to institute criminal or equity proceedings

<sup>3</sup> U. S. District Court for the Western District of Pennsylvania, No. 10462 Criminal. For information as to availability of copies of indictments and copies of other legal documents, see below, bibliography, sec. 6, pp. 135 ff.

<sup>4</sup> The 58 persons and corporations indicted in the *Hess* case each entered a plea of *nolo contendere* and accordingly were convicted. On February 6, 1940, they were fined—a total of \$154,150.

<sup>5</sup> Presentment of the May 1939 Federal grand jury of the western district of Pennsylvania; Pittsburgh, March 25, 1940. The project referred to was Terrace Village 2, Pa.-1-3. The estimated total development cost at the time of the loan contract was \$10,975,000. Then the investigation got under way. Meantime, the number of dwelling units in the plan was increased from 1,750 to 1,850. Bids were taken, and on the basis of them the estimated total development cost was now \$10,159,572, or \$815,428 less than formerly. A proper comparison, however, would involve a scaling down of the \$10,159,572 even further, to allow for the difference in number of dwelling units. Such a computation was used by the grand jury in arriving at the figure in the text.

<sup>6</sup> Act of July 2, 1890, 26 Stat. 209, ch. 647, 51st Cong., 1st sess. (as amended).

<sup>7</sup> Sec. 2: This section applies only to interstate and foreign commerce.

<sup>8</sup> Secs. 1 and 3: The Sherman Act, the Clayton Act, the Robinson-Patman Act, and the Federal Trade Commission Act concern only that part of trade or commerce which is interstate, or foreign, or within the District of Columbia or any Territory, or between the District (or any Territory) and any other area. For convenience and except as otherwise indicated, the Clayton and Federal Trade Commission Acts' practice of simply using the word "commerce" to sum up this definition will be followed here. Sec. 1 of the Sherman Act concerns interstate and foreign commerce. Sec. 3 concerns the remainder of "commerce."

to enforce the act. Thus, in the construction investigation an indictment was returned by the Pittsburgh grand jury on February 23, 1940, against the Lumber Institute of Allegheny County and others on a charge of conspiracy in unreasonable restraint of commerce in millwork.<sup>9</sup> In the same city, various consent decrees<sup>10</sup> have resulted from the construction-industry investigation. (Neither the indictment nor the consent decrees here cited refer to a governmental agency as a victim of the unlawful actions alleged.)

Government-owned and municipal corporations which are compelled to pay unduly high prices, but perhaps not the Federal and State Governments themselves, may bring civil suit for damages if the prices resulted from violations of the Sherman Act. Section 7 of the Sherman Act provides:

Any person who shall be injured in his business or property by any other person or corporation by reason of anything forbidden or declared to be unlawful by this act, may sue therefor \* \* \*, without respect to the amount in controversy, and shall recover threefold the damages by him sustained, and the costs of suit, including a reasonable attorney's fee. [Italics supplied.]

In section 8 the word "person" is defined—

\* \* \* to include corporations and associations existing under or authorized by the laws of either the United States, the laws of any of the Territories, the laws of any State, or the laws of any foreign country.

It is by no means always true that, where collusion can be proved, it is possible also to establish the amount of damage. Some buyers damaged by Sherman Act violators have, however, successfully sued under section 7. One of these was the city of Atlanta, which had had to pay an excessive price for pipe.<sup>11</sup> Municipal corporations (cities, etc.) and Government-owned corporations are as clearly within the protection of section 7 as are private corporations. Whether governmental bodies other than such corporations are entitled to this type of protection is a question now being determined in the courts. In the Procurement Division tire-purchase incident related above,<sup>12</sup> the damage which the Federal Government had been experiencing at the hands of identical bidders was adequately measurable.<sup>13</sup> On

<sup>9</sup> *U. S. v. Lumber Institute of Allegheny County et al.*—U. S. District Court for the Western District of Pennsylvania, No. 10529 Criminal. The numerous defendants (except one) filed separate demurrers. On July 30, 1940, the district court overruled the demurrers.

<sup>10</sup> Among these are: (1) *U. S. v. Voluntary Code of the Heating, Piping, and Air Conditioning Industry for Allegheny County, Pennsylvania, et al.*, December 8, 1939; (2) *U. S. v. Western Pennsylvania Sand and Gravel Association et al.*, February 21, 1940; (3) *U. S. v. Marble Contractors' Association et al.*, February 29, 1940; (4) *U. S. v. Pittsburgh Tile and Mantel Contractors' Association et al.*, February 29, 1940—U. S. District Court for the Western District of Pennsylvania, Civil Actions Nos. 698, 730, 805, 806, respectively.

<sup>11</sup> *Chattanooga Foundry and Pipe Works v. City of Atlanta*, 203 U. S. 390 (1906).

<sup>12</sup> See ch. IV, sec. 2.

<sup>13</sup> The half-year for which there was a negotiated contract with Sears, Roebuck, & Co. was that ending March 31, 1938. As has been indicated in ch. IV, sec. 2, for the succeeding half-year, the half-year ending September 30, 1938 (and indeed for at least one additional succeeding half-year, that ending March 31, 1939), the Government received from the defendants in the *Cooper* case nonidentical bids (on tire contracts) in which the low bid on each item that had also been bought from Sears, Roebuck under the negotiated contract was substantially lower than the price which had been paid under the negotiated contract. The difference between these prices paid by the Government in the half-year ending September 30, 1938, and the prices negotiated with Sears, Roebuck for the half-year ending March 31, 1938, was used by the Government in its complaint against the Cooper Corporation et al., as a minimum measure of the damages sustained by the Government in the half-year ending March 31, 1938; for each item, the quantity considered in the computations was the quantity purchased under the Sears, Roebuck contract. The figure thus arrived at (\$351,158.21) was of course trebled.

The total period in controversy is the 2 years ending September 30, 1938. Of this period, the first 2 half-years were those immediately preceding the half-year for which the Sears, Roebuck contract was negotiated. (See ch. IV, sec. 2.) During the period in controversy no drop occurred in the retail prices of tires to the general public. Hence, even if the *Cooper* case defendants could establish that they experienced a reduction in costs as between the half-year for which the Government seeks damages, and the succeeding half-year (for which the defendant concerns offered, to the Government, bids in which the low prices on the respective items were less than the previous half-year's corresponding Sears, Roebuck prices), the Government could nevertheless argue that the drop in costs does not adequately explain why the defendants' prices to the Government were not as low in the earlier half-year as in the latter; for stability of the prices offered to the general public, occurring simultaneously with a decline in costs, would indicate that the defendants' costs and their prices do not necessarily parallel each other.

February 20, 1939, the Federal Department of Justice brought a civil action <sup>14</sup> against the 18 identical bidders to recover treble damages of over \$1,000,000, this being the first such suit ever brought by it. The Government argued that it is a "person" within the meaning of section 7, irrespective of whether it is covered by the section 8 definition.<sup>15</sup> It also argued that it is a "corporation" "existing under \* \* \* [and] authorized by the laws of \* \* \* the United States" and hence covered by the section 8 definition of "person." In a decision rendered February 16, 1940, on motions by the defendants to dismiss the complaint, the District Court rejected both these arguments and held that the United States cannot sue under section 7.<sup>16</sup> The line of reasoning followed by this court would probably apply likewise to State governments or at least to those not created by act of Congress. Conceivably it would not apply to subdivisions of any State, even those subdivisions which are not municipal corporations in the ordinary sense. In any event, if the District Court were upheld on appeal by the Supreme Court, it would be highly desirable to extend, by an amending statute, the protection of section 7 to the Federal Government and to all other governments within the continental United States and its Territories and island possessions.

From a reading of section 8 it is obvious—and there is nothing in the decision of the district court in the *Cooper case* to contradict this view—that Government-owned corporations have the right to sue under section 7. There are various such bodies at present; and a Federal Procurement Corporation such as is suggested above <sup>17</sup> might find section 7 decidedly useful.

The Wilson Tariff Act <sup>18</sup> contains provisions somewhat similar to those in the Sherman Act, but relating solely to articles imported or intended to be imported and to manufactures into which such articles enter or are intended to enter. Even as regards these manufactures, interstate commerce in the articles need not be directly involved. A further point of difference from the Sherman Act is that, under the Wilson Act, every combination, conspiracy, trust, agreement, or contract that is intended to increase prices (of articles to which the act relates) is explicitly made unlawful per se. Section 73 reads, in part:

\* \* \* every combination, conspiracy, trust, agreement, or contract is hereby declared to be contrary to public policy, illegal, and void when the same is made by or between two or more persons or corporations either of whom, as agent or principal, is engaged in importing any article \* \* \* into the United States, and when such combination, conspiracy, trust, agreement, or contract is intended to operate in restraint of lawful trade, or free competition in lawful trade or commerce, or to increase the market price in any part of the United States of any article or articles imported or intended to be imported into the United States, or of any manufacture into which such imported article enters or is intended to enter. [Italics supplied.]

Violation is a misdemeanor punishable by a fine (maximum, \$5,000) or by such a fine plus imprisonment (maximum, 1 year). Enforcement by criminal and equity proceedings is vested in the Department of Justice.

<sup>14</sup> *U. S. v. The Cooper Corporation et al.*, 31 Fed. Sup. 848 (1940) U. S. District Court for the Southern District of New York.

<sup>15</sup> See the Government's Brief in Opposition to Defendants' Motions to Dismiss the Complaint (filed May 13, 1939) and its Reply Brief in Opposition to Defendants' Motions to Dismiss the Complaint.

<sup>16</sup> On May 21, 1940, the case was argued, on appeal, before the Circuit Court of Appeals (Second Circuit). On August 8, 1940, that court upheld the trial court, in a 2-to-1 decision. Judge Charles E. Clark dissenting. See Brief for the Appellant (before C. C. A.); also, opinion of the C. C. A. and dissenting opinion. The Government will probably appeal to the Supreme Court.

<sup>17</sup> Ch. VII, p. 88.

<sup>18</sup> Act of Aug. 27, 1894, 28 Stat. 509, ch. 349, 53d Cong., 2d sess., as amended by act of Feb. 12, 1913, 37 Stat. 667, ch. 40, 62d Cong., 3d sess. See especially secs. 73-77.



In addition, section 77 provides for recovery of triple damages by—

Any *person* who shall be injured in his business or property by any other person or corporation by reason of anything forbidden or declared to be unlawful by this act \* \* \*. [Italics supplied.]

Whether or not the protection which this section affords to other buyers is available to governmental bodies<sup>19</sup> does not necessarily depend upon the ultimate outcome of the *Cooper case*. The Wilson Act, unlike the Sherman Act, contains no definition of "person." The significance of this difference is, for example, that the Sherman Act declares each of a number of types of entity to be a "person," while failing to state explicitly that the United States is a "person," and that act thus allows the opportunity for insistence that the explicit mention of other types of persons implies the omission of the United States from the definition of "person," an opportunity of which the *Cooper case* defendants have availed themselves. The Wilson Act's lack of any definition of "person" precludes any such plea. Moreover, in the argument before the district court on the defendants' motions to dismiss the complaint in the *Cooper case*, both the Government and the defendants made substantial use of the Sherman Act's legislative history (i. e., its history while a bill); and the district court also included a reference to the legislative history as one part of its reasoning.<sup>20</sup> That history of course cannot be regarded as pertinent to the Wilson Act until and unless shown to be.

An ultimate decision in the *Cooper case* favorable to the Federal Government would definitely insure to governments the protection which section 77 of the Wilson Act now affords to other buyers—at least if both of these things were true: (a) That the decision were not dependent on the Sherman Act's legislative history, and (b) that the decision were dependent on a holding that the Government, whether or not a "corporation," is nevertheless a "person." An ultimate decision against the Federal Government in the *Cooper case* might or might not require that, in order for such protection, to be given section 77 of the Wilson Act be amended.

Such amendment of both the Wilson Act and the Sherman Act, if undertaken, might well be made simply through alteration of the Clayton Act.<sup>21</sup> Section 4 of that law reads in part:

\* \* \* any *person* who shall be injured in his business or property by reason of anything *forbidden in the antitrust laws* may sue therefor \* \* \*, without respect to the amount in controversy, and shall recover threefold the damages by him sustained, and the cost of suit, including a reasonable attorney's fee. [Italics supplied.]

This relates to the Clayton Act itself, the Sherman Act, and the Wilson Act antitrust provisions, for "antitrust laws" is defined in the Clayton Act<sup>22</sup> as "including" those statutes. The Clayton Act<sup>23</sup> defines "person" in precisely the same language as does the Sherman Act.

<sup>19</sup> Inasmuch as the Wilson Act, like the Sherman Act, provides treble-damage protection only to "persons," but, unlike the Sherman Act, does not state that "corporations" are "persons," it is probably true that Government-owned and municipal corporations have no more (and no less) protection under the Wilson Act than other governmental bodies have, except that the courts may be willing to regard "persons," in treble-damage provisions such as those in the Sherman and Wilson Acts, as including such corporations even if not so defined—just as the courts have long held that private corporations are, equally with natural persons, entitled to the protection which the fifth and fourteenth amendments to the Constitution confer upon "persons."

<sup>20</sup> The Government's view is that the act's legislative history fails to establish that Congress intended to grant to or deny to the Government the remedy of treble-damage suits.

<sup>21</sup> Act of Oct. 15, 1914, 38 Stat. 730, ch. 323, 63d Cong., 2d sess. (as amended).

<sup>22</sup> Sec. 1.

<sup>23</sup> Ibid.



The Federal Trade Commission Act<sup>24</sup> also provides a means of bettering the position of governments as buyers. Section 5 reads in part:

Unfair methods of competition in commerce, and unfair or deceptive acts or practices in commerce, are hereby declared unlawful.

Enforcement is vested in the Trade Commission. Sixty days after service of a Trade Commission cease-and-desist order upon a respondent under the Trade Commission Act, the order becomes final; i. e., each violation of the order committed thereafter subjects the respondent to a civil penalty of not more than \$5,000, recoverable by the United States. But if, within the 60 days, the respondent petitions the Circuit Court of Appeals to review the order, the order does not become final until and unless that court or the Supreme Court has affirmed the order.<sup>25</sup>

Action by the Commission under section 5 can be based on unfair methods, etc., which are harmful to a private person (either a rival of the violator, or a consumer) or to a government—whether the Federal Government or a State or local government. Not all unfair methods of competition and unfair or deceptive acts or practices in commerce are of direct concern to governments as buyers. For example, governments and other large buyers are less likely than are ultimate consumers to be deceived by the use of containers having an ostensible volume greater than the actual volume. However, the typical practices condemned as unfair in the Trade Commission's cease-and-desist orders do include some which are of direct concern to governmental purchasers, among these being the following:

14. Cooperating with others in the use of schemes and practices for compelling wholesalers and retailers to maintain resale prices fixed by a manufacturer or distributor for resale of his product.

15. Combinations or agreements of competitors to enhance prices, maintain prices, bring about substantial uniformity in prices or to divide territory or business, to cut off competitors' sources of supply, or to close markets to competitors, or otherwise restrain or hinder free and fair competition.

\* \* \* \* \*

22. Use by business concerns, associated as trade organizations or otherwise, of methods which are calculated to result in the observance of uniform prices or practices for the products dealt in by them, with consequent restraint on or elimination of competition, such as various kinds of so-called standard cost systems, price lists, or guides, or exchange of trade information.<sup>26</sup>

As was noted above, in chapter IV, section 2, municipalities have been asked by the United States Conference of Mayors to report to it all uniform bids which may be the result of collusion. The information is then submitted to the Federal Trade Commission as a basis for investigations.<sup>27</sup> The Commission has done a substantial amount of work relating to commodities of concern to city purchasing departments.

<sup>24</sup> Act of September 26, 1914, 38 Stat. 717, ch. 311, 63d Cong., 2d sess. (as amended March 21, 1938). Prior to amendment, the quoted provision read: "Unfair methods of competition in commerce are hereby declared unlawful."

<sup>25</sup> Prior to the passage of the Wheeler-Lea Act (52 Stat. 111, 75th Cong., 3d sess.; approved March 21, 1938), no cease-and-desist order issued by the Commission under the Commission Act became final until the Commission had applied to the circuit court of appeals for enforcement of the order (or the respondent had petitioned that court to set aside the order), and until the circuit court or the Supreme Court had affirmed the order. Violation after affirmation was punishable by contempt proceedings, under which there is no statutory maximum fixed for fines. The largest fine for contempt ever assessed in connection with enforcement of section 5 of the Commission Act was \$10,000; *Federal Trade Commission v. Pacific States Paper Trade Association et al.*, 88 Fed. (2d) 1009, March 17, 1937; United States Circuit Court of Appeals (Ninth Circuit).

<sup>26</sup> Annual Report of the Federal Trade Commission for the Fiscal Year Ended June 30, 1939, p. 82, et seq.

<sup>27</sup> Municipal Year Book 1939, International City Managers' Association, Chicago, p. 38.

\* \* \* Among the cease-and-desist orders issued by the Commission during 1939 were those to four leading glass distributors and two Pittsburgh labor-union organizations of glaziers; to five manufacturers and distributors of concrete pipe and other concrete products; to three surgical-dressing manufacturers; to the principal manufacturers of wood-cased lead pencils; to six manufacturers of typewriters; and to three large jobbers of electrical equipment.<sup>28</sup>

The Cincinnati Department of Purchasing (which, as noted in ch. IV, sec. 2, reported 35 cases in 1938 directly to the Commission), declares that among the commodities with respect to which it reported tie-bid data were—

\* \* \* paper drinking cups, gauze and bandages, copper water tubing, liquid chlorine, quicklime, cable, blueprint paper, pencils \* \* \*.<sup>29</sup>

The Department of Purchasing claims that—

*Since this procedure of cooperation between the City and the Federal Trade Commission was begun, there is a marked decrease in the cases of identical bidding.* [Italics in original.]<sup>30</sup>

Unfortunately it is not possible to say whether collusion diminished as much as identity of bids.

The most frequent charge in restraint-of-trade cases under the Trade Commission Act, section 5, is price fixing. Of the 283 restraint-of-trade investigations which were on the Commission's calendar in the fiscal year 1939, one-fourth resulted from "applications"<sup>31</sup> filed by governments (chiefly municipal governments), as is shown in the following tabulation:<sup>32</sup>

Type of applicant	Number of investigations active in fiscal year 1939	Percentage of number of investigations resulting from applications by each type of applicant
Municipal, State, and Federal Governments.....	71	25
Federal Trade Commission (acting on its own motion).....	28	10
Persons or concerns allegedly jeopardized in their business.....	173	61
Miscellaneous.....	11	4
Total.....	283	100

The number of governmental applications in that year showed an increase over the number in the preceding year.<sup>33</sup>

Collusive price-arrangements are equally violative of the Sherman Act and of the Trade Commission Act. However, it is probably true that with respect to some instances of such collusion, it would be easier to obtain a Trade Commission cease-and-desist order which (if reviewed by a court) would be affirmed, than it would be to obtain criminal conviction under the Sherman Act. This is partly because the former alternative does not involve a jury at any stage; and it is partly because the Trade Commission's findings as to the facts, "*if supported by testimony, shall be conclusive,*"<sup>34</sup> whereas in criminal proceedings it is necessary to establish guilt beyond reasonable doubt.

<sup>28</sup> Municipal Year Book 1940, International City Managers' Association, Chicago, p. 177.

<sup>29</sup> City of Cincinnati Department of Purchasing Annual Report, 1938, p. 3.

<sup>30</sup> City of Cincinnati Department of Purchasing Annual Report, 1939, p. 5.

<sup>31</sup> In cases before the Federal Trade Commission, every formal complaint is issued by the Commission itself, and any other organization or person complaining is officially merely an "applicant." No applicant is specified in any complaint issued by the Commission.

<sup>32</sup> Annual Report of the Federal Trade Commission for the Fiscal Year Ended June 30, 1939, pp. 41-42.

<sup>33</sup> Ibid., pp. 41-42. Cf. appendix VI.

<sup>34</sup> Federal Trade Commission Act, sec. 5. (Italics supplied.)

On the other hand, it has on occasion been intimated that a concern whose behavior can equally be regarded as a transgression against both the Trade Commission Act and the Sherman Act would prefer a cease-and-desist order rather than a criminal conviction. If this is true, municipal governments would be well advised to avail themselves of the Sherman Act in preference to the Trade Commission Act, whenever both statutes are applicable and provided that—in the particular situation at hand—both offer a substantial chance of success.

For governments as well as other buyers, the "Miller-Tydings Act"<sup>35</sup> renders section 1 of the Sherman Act and section 5 of the Trade Commission Act almost wholly useless in combating resale price maintenance schemes for the commodities to which such schemes are usually applied. To the former it adds these words:

*Provided, That nothing herein contained shall render illegal, contracts or agreements prescribing minimum prices for the resale of a commodity which bears, or the label or container of which bears, the trade-mark, brand, or name of the producer or distributor of such commodity and which is in free and open competition with commodities of the same general class produced or distributed by others, when contracts or agreements of that description are lawful as applied to intrastate transactions, under any statute, law, or public policy now or hereafter in effect in any State, Territory, or the District of Columbia in which such resale is to be made, or to which the commodity is to be transported for such resale, and the making of such contracts or agreements shall not be an unfair method of competition under section 5 \* \* \* of the \* \* \* [Trade Commission Act]. [Italics supplied, except in "Provided".]*

Within the past decade, each of 40-odd States has adopted a so-called Fair Trade Act, whereby contracts for resale price maintenance are enforceable. Hence there remains only a very small volume of interstate business in commodities to which resale price maintenance schemes are usually applied but which are neither sold in nor transported to a State having a Fair Trade Act. Each of the 44 State Fair Trade Acts in force in early 1939 had a provision substantially as follows:

No contract relating to the sale or resale of a commodity which bears, or the label or container of which bears, *the trade-mark, brand, or name of the producer or distributor of such commodity and which commodity is in free and open competition with commodities of the same general class produced or distributed by others* shall be construed to violate any provision of the general statutes by reason of \* \* \* [the contract's providing for resale price maintenance]. [Italics supplied.]<sup>36</sup>

I. e., no such contract is violative of any antitrust law of the State. Each of the State statutes also has a section which makes violation of any such contract "unfair competition" and actionable at the suit of any person damaged thereby.<sup>37</sup>

Criminal suits for conspiracy to defraud the United States are, from one standpoint, a decidedly more useful weapon against collusive suppliers than are actions under the antitrust laws. In conspiracy-to-defraud cases, it is unnecessary to establish that the business activity concerned is in foreign or interstate commerce or in the District of Columbia or a Territory. The United States Code contains a general provision concerning conspiracy to defraud the Government, which reads as follows:

If two or more persons conspire either to commit any offense against the United States, or to defraud the United States in any manner or for any purpose, and one

<sup>35</sup> 50 Stat. 693, 75th Cong., 1st sess., title VIII. A rider to the District of Columbia Revenue Act of 1937 (Aug. 17, 1937).

<sup>36</sup> Quoted from the model fair trade statute of the National Association of Retail Druggists, in S. Chesterfield Oppenheim, *Recent Price Control Laws*, West Publishing Co., St. Paul, 1939, pp. 9-21.

<sup>37</sup> *Idem*.



or more of such parties do any act to effect the object of the conspiracy, each of the parties to such conspiracy shall be fined not more than \$10,000, or imprisoned not more than 2 years, or both.<sup>38</sup>

It was under this law that the indictment and conviction were obtained in *U. S. v. William F. Hess et al.* for collusion in the bidding on electrical-work contracts on 84 Public Works Administration projects in and near Pittsburgh.<sup>39</sup>

Each of various Emergency Relief Acts has contained a somewhat similar provision, relating solely to the funds appropriated in the particular act. Thus the Emergency Relief Appropriation Act of 1935<sup>40</sup> contains the following provision:

SEC. 9. Any person who knowingly and with intent to defraud the United States \* \* \* diverts, or attempts to divert, or assists in diverting for the benefit of any person or persons not entitled thereto, any moneys appropriated by this joint resolution \* \* \* shall be deemed guilty of a misdemeanor, and shall be fined not more than \$2,000 or imprisoned not more than 1 year, or both.

It was for alleged violation of this provision that, on December 2, 1939, a Federal grand jury in New Orleans indicted the New Orleans Chapter, Associated General Contractors of America, Inc., and others.<sup>41</sup> It was charged that the defendants, the only bidders on the contract for a part of the work on Charity Hospital, agreed that each "would arbitrarily add to the amount of his bid on said contract a sum in excess of seven thousand five hundred dollars (\$7,500.00) which sum represented the estimating, quantity survey, and chapter fees of all of the bidders on said contract \* \* \*." To the Association Chapter, the indictment continued, the successful bidder paid \$7,620, the Chapter in turn paying \$6,720 to the other eight bidders in equal shares of \$840 each. According to the indictment, the Association Chapter's rule requiring the addition, to each bid, of "the association fees then in force" applied to all jobs, Federal, State, or other.<sup>42</sup>

The Emergency Relief Appropriation Act of 1939<sup>43</sup> contains such a provision which, by virtue of the words here shown in italics, is even more drastic than that in the 1935 act. It reads:

SECTION 28. Any person who knowingly and with intent to defraud the United States \* \* \* diverts, or attempts to divert or assists in diverting, for the benefit of any person or persons not entitled thereto, any portion of \* \* \* [the appropriations in this joint resolution], or who knowingly, by means of any fraud, force, threat, intimidation, or boycott \* \* \*, deprives any person of any of the benefits to which he may be entitled under any such appropriations, or attempts so to do, or assists in so doing \* \* \* shall be deemed guilty of a felony and fined not more than \$2,000 or imprisoned not more than two years, or both. *The provisions of this section shall be in addition to, and not in substitution for, any other provisions of existing law, or of this joint resolution. [Italics supplied.]*

In connection with all the antitrust-law provisions bearing on collusion to raise or keep up prices, it would be highly desirable that, by statute, identical bidding be made prima facie evidence of collusion. The rule should likewise apply in conspiracy-to-defraud cases. Perhaps this would only force the collusionists to be more ingenious,

<sup>38</sup> U. S. C. (1934 edition), title 18, sec. 88.

<sup>39</sup> See above, section 1a of this chapter.

<sup>40</sup> 49 Stat. 115, ch. 48, 74th Cong., 1st sess.

<sup>41</sup> *U. S. v. New Orleans Chapter, Associated General Contractors of America, Inc., et al.*; U. S. District Court for the Eastern District of Louisiana, New Orleans Division, No. 19843 Criminal.

<sup>42</sup> The case was disposed of by a consent decree. See complaint (filed January 15, 1940), and decree (entered on same date); *U. S. v. New Orleans Chapter, Associated General Contractors of America, Inc.*; U. S. District Court for the Eastern District of Louisiana, New Orleans Division, Civil Action No. 249.

<sup>43</sup> 53 Stat. 927, 76th Cong., 1st sess.



but as an effort at diminishing collusion it is certainly worth a trial. The rule should apply to any two or more persons or organizations bidding identically on one or more items.<sup>44</sup> If it be objected that this net would catch some very small fish not worth the bother, the answer is that no governmental agency would put itself in the ridiculous and painfully assailable position of spending its limited funds to prosecute bidders whose only law violation is in connection with an order amounting to only a few dollars.

*c. Actions Arising Out of Unjustifiably Discriminatory Prices.*

The remedies thus far considered are appropriate in instances in which it can be established that particular prices are too high, even though they may or may not involve discrimination (to the disadvantage of one buyer, as against another buyer). Action is open to non-governmental buyers, but probably not to governments, in certain cases of discriminatory prices. In general, price discrimination as between two private buyers of "commodities of like grade and quality" is unlawful if it results in injury to competition in any line of "commerce" and is not justified by cost differences to the seller, and provided that the seller has not made the lower price "in good faith to meet an equally low price of a competitor." Section 2 of the Clayton Act as amended in 1936 by the Robinson-Patman Act <sup>45</sup> reads in part:

SEC. 2. (a) That it shall be unlawful for any person engaged in commerce, in the course of such commerce, \* \* \* to discriminate in price between different purchasers of commodities of like grade and quality, *where either or any of the purchases involved in such discrimination are in commerce*, where such commodities are sold for use, consumption, or resale within \* \* \* [any] place under the jurisdiction of the United States, and *where the effect of such discrimination may be substantially to lessen competition or tend to create a monopoly in any line of commerce*, or to injure, destroy, or prevent competition with any person who either grants or knowingly receives the benefit of such discrimination, or with customers of either of them: *Provided*, That nothing herein contained shall prevent differentials which make only due allowance for differences in the cost of manufacture, sale, or delivery resulting from the different methods or quantities in which such commodities are to such purchasers sold or delivered: *Provided, however*, That the Federal Trade Commission may, after due investigation and hearing to all interested parties, fix and establish quantity limits, and revise the same as it finds necessary, as to particular commodities or classes of commodities, where it finds that available purchasers in greater quantities are so few as to render differentials on account thereof unjustly discriminatory or promotive of monopoly in any line of commerce; and the foregoing shall then not be construed to permit differentials based on differences in quantities greater than those so fixed and established \* \* \*.

(b) Upon proof being made \* \* \* that there has been discrimination in price or services or facilities furnished, the burden of rebutting the prima-facie case thus made by showing justification shall be upon the person charged with a violation of this section \* \* \*: *Provided, however*, That nothing herein contained shall prevent a seller rebutting the prima-facie case thus made by showing that his lower price or the furnishing of services or facilities to any purchaser \* \* \* was made in good faith to meet an equally low price of a competitor, or the services or facilities furnished by a competitor.

\* \* \* \* \*

(f) That it shall be unlawful for any person engaged in commerce, in the course of such commerce, knowingly to induce or receive a discrimination in price which is prohibited by this section. [Italics supplied, except in phrases "*Provided*" and "*Provided, however*."]

<sup>44</sup> An exemption of some sort would be necessary for any supplier of goods or services the price of which is determined by a government.

<sup>45</sup> 49 Stat. 1526, c. 592, 74th Cong., 2d sess., approved June 19, 1936. Sec. 1 of the Robinson-Patman Act is, by its terms, made an amendment to (and it supersedes completely) the former sec. 2 of the Clayton Act.

Administration of section 2 of the Clayton Act is vested jointly in the Federal Trade Commission<sup>46</sup> and in the Department of Justice.<sup>47</sup> In practice, decidedly the greater part of section 2 enforcement activity is conducted by the Commission. The agencies' respective remedies are a Trade Commission cease-and-desist order, and equity proceedings in the district courts. If the Commission decides, in any case under the Clayton Act, that the law has been violated, it orders the respondent to cease and desist from the violation. Such an order is subject to review by the circuit court of appeals upon petition of the defendant, or on application by the Commission for enforcement. Prior to court affirmance, violations are not punishable; but any violation thereafter may be punished through contempt proceedings.<sup>48</sup> Irrespective of any proceedings by Federal agencies, violation of the Clayton Act affords grounds—as has been noted above<sup>49</sup>—for private suit by any person injured in his business or property by such violation.<sup>50</sup>

There have been 94 complaints issued by the Commission under the amended section 2 of the Clayton Act.<sup>51</sup> Sixty-two of these cases have been closed or are pending. Thirty-two orders to cease and desist have been issued. In reply to only 5 of these have the respondents appealed to the courts, but each case involved a different circuit court of appeals. Each appeal has been on a subsection 2 (c) case.<sup>52</sup> Four of these appealed cases<sup>53</sup> have been decided, each in favor of the Commission. In only two<sup>54</sup> of the 4 cases was petition made to the Supreme Court for certiorari, which was denied in both instances.

Even if one uses, as a base for comparison, only those Robinson-Patman cases in which the Commission issues a complaint, it is exceptional for a Robinson-Patman case to have gone to hearings; i. e., to have been contested. Respondents have been reluctant to have cases go to hearings, partly because they do not wish to build up an extensive public record of a type which would subsequently be useful in treble-damage suits against them by the persons whom they are alleged to have damaged. (A substantial number of concerns regard the possibility of Robinson-Patman private treble-damage suits against themselves, made feasible in this way or otherwise, as an extremely serious matter.) Moreover, the respondents find that Robinson-Patman hearings are very expensive, by reason of the intricacy of the economic and accounting problems involved.<sup>55</sup> Appeal from the Commission to the courts on a Robinson-Patman case is, on

<sup>46</sup> Clayton Act, sec. 11. For enterprises under their respective jurisdictions, the Interstate Commerce Commission, the Federal Communications Commission, and the Federal Reserve Board serve in lieu of the Federal Trade Commission.

<sup>47</sup> *Ibid.*, sec. 15.

<sup>48</sup> As can be seen, cease-and-desist orders have the same role in the enforcement of the Clayton Act as they had in the enforcement of the Federal Trade Commission Act prior to the passage of the Wheeler-Lea Act. See sec. 1b of this chapter, above.

<sup>49</sup> It has been noted in sec. 1b of the present chapter that the remedy of a treble-damage suit applies to the Clayton Act in its entirety.

<sup>50</sup> Clayton Act, sec. 4.

<sup>51</sup> This and the succeeding figures in this paragraph are as of April 12, 1940.

<sup>52</sup> Subsecs. 2 (c), 2 (d), and 2 (e) of the act relate to specific types of price discrimination which are used against nongovernmental buyers but are not adaptable for use against governmental buyers.

<sup>53</sup> (1) *Biddle Purchasing Company et al. v. Federal Trade Commission*, 96 Fed. (2d) 687 (1938). (2) *Oliver Brothers, Inc., et al. v. Federal Trade Commission*, 102 Fed. (2d) 763 (1939). (3) *The Great Atlantic and Pacific Tea Company v. Federal Trade Commission*, 106 Fed. (2d.) 667 (1939). (4) *Webb-Crawford Company et al. v. Federal Trade Commission*, 109 Fed. (2d) 268 (1940). The fifth, *Quality Bakers of America et al. v. Federal Trade Commission et al.* (F. T. C. Docket 3218), was argued April 30, 1940, in the first circuit; on August 2, decision had not been announced.

<sup>54</sup> *The Biddle case* and the *A. and P. case*.

<sup>55</sup> The Commission itself finds that on the average it spends three times the number of man-hours on a Robinson-Patman case as it does per case in the remainder of its work.

the whole, not peculiarly expensive, as compared to appeals from the Commission to the courts in other types of cases, inasmuch as the record in Robinson-Patman cases, as in Trade Commission cases under other parts of the Clayton Act and under the Trade Commission Act, is made in the Commission hearings, not in the proceedings before the Circuit Court of Appeals. But appeal is not possible in Trade Commission cases disposed of by stipulation<sup>56</sup> or by an admission answer;<sup>57</sup> it is possible only in cases which have gone to hearings—i. e., contested cases. Thus the fear of treble-damage suits, and the prospect of heavy expenses in the building of the record, not only account directly for the fact that it is exceptional for cases to go to hearings, but also account indirectly for the fact that court cases on the Robinson-Patman Act are very few.

The Commission has found that the proving of price discrimination is easy, even without the use of subpoenas. Yet it frequently is difficult to demonstrate satisfactorily the nature and extent of injury to competition. On the other hand, the respondent's defense of "meeting competition" may be very difficult for it to establish, particularly—as may well be true in a small concern—if the concern's record keeping is rather meager. The respondent's defense that the price discrimination is based on a difference in cost is an absolute one; but use of it is at present greatly limited by the undeveloped character of distribution-cost accounting. In the early period of the Robinson-Patman Act, a significant number of concerns investigated by the Commission appear to have changed their respective pricing systems either because they anticipated being unable to justify price differences that had been challenged, or because they chose not to incur the expense of more elaborate cost accounting. On the other hand, some concerns at that time substantially expanded the scope of their cost accounting.

In cases in which a government is the buyer it probably would be especially difficult to show why discrimination would substantially lessen competition. Moreover, the Attorney General rendered an opinion<sup>58</sup> holding that section 2 of the Clayton Act has no application to sales to the Federal Government, and the Trade Commission has accepted and followed this opinion. In large measure, the reasoning of this opinion would hold equally in respect of sales to State and local governments; and the success of a proceeding under section 2 based on discrimination against such a government would appear quite doubtful.

If sales to the Federal Government at prices unjustifiably discriminatory against it are not unlawful, it has no opportunity to recover treble damages for such discrimination—even if the Government is a "person" within the meaning of the treble-damage section.

It should be noted that section 3 of the Robinson-Patman Act *inter alia* makes price discrimination *per se* unlawful, if the two or more sales involve goods of like grade, quality, and quantity and if the buyers are competitors of each other. This section, which is not a part of the Clayton Act, carries criminal penalties<sup>59</sup> for violation;

<sup>56</sup> However, the Commission regards the disposition of a case by stipulation as a privilege, not a right; and it does not grant this privilege in Robinson-Patman matters. For explanation of settlement of cases by stipulation, see Federal Trade Commission Rules, Policy, and Acts, 1938, pp. 22-23.

<sup>57</sup> For explanation of admission answer, see *ibid.*, p. 7.

<sup>58</sup> Letter from the Attorney General to the Secretary of War, December 23, 1936.

<sup>59</sup> Maximum fine of \$5,000, maximum imprisonment of 1 year, or both.



enforcement is vested in the Department of Justice. Thus far, no actions have been brought under section 3.

It probably would be very desirable to enact, for the benefit of the Federal Government and State, Territorial, and local governments, a law somewhat comparable to the Robinson-Patman Act. There is a relatively small number of types of price differentials (for sales of like articles by the same seller) which are not based on differences of cost, but which nevertheless have a clear claim to be regarded as consistent with the public interest. The number of these justifiable cases in which a government is the larger of two customers and pays the higher price (or the same price) for the same article is certainly small. Conceivably, the other customer may be a member of a consumer group which the Government desires to aid, as some urban purchaser of milk. Or the Government may be indirectly subsidizing the seller, as in air mail contracts. Or the Government may be seeking to aid labor, as by the Walsh-Healey Act. But in the vast majority of cases if the Government buys goods of given physical specifications and some other buyer gets a smaller quantity of goods of substantially the same physical specifications for a lower net sales realization per unit bought, the Government has been unfairly discriminated against, unless there have been cost changes between the dates of the two sales, or cost differences in connection with the terms of sale or delivery, or both, sufficient to account for the price differential.

Accordingly, it would seem appropriate, by legislation, to make it unlawful to charge the Federal Government or any State, Territorial, or local government more per unit for substantially the same article than the charge to some other buyer, or more than the charge to the Government itself on some other sale, when the two sales are made no more than 6 months apart; provided that the price differential would be lawful (1) if the seller could prove that the differential was justified by differences or changes in cost, including costs of delivery and of extending credit; or (2) if he had applied in advance to the Federal Trade Commission and obtained a finding with respect to the commodity that exceptional circumstances justified exemption from the rule and that such exemption is in accord with recognized public policy. In this connection the Commission might well consider, but should not be limited to, "the meeting of competition" as an adequate basis for exemption. For example, soon after selling some goods to the Government a supplier might have an opportunity to sell an identical or smaller quantity of the same type of goods to a private buyer, but only by meeting the competition of a rival offering a price lower than that which the first supplier had charged the Government. If the two suppliers had not acted collusively with respect to prices offered on the Government contract, this "meeting of competition" in negotiations with a private buyer might conceivably be in accord with recognized public policy.

The act might well provide that proceedings under it be conducted by the Federal Trade Commission, patterned after those in the Robinson-Patman Act and with the same sanctions; viz, treble damages; a fine in the event of violation of a cease-and-desist order that has become final;<sup>60</sup> and criminal penalties.

<sup>60</sup> However, it would be desirable that cease-and-desist orders become final as they do under the Trade Commission Act (as amended) rather than as they do under the Clayton Act.



Section 22 of the Clayton Act relates to punishment of persons held in contempt for violation of court orders issued under the act.

\* \* \* Such fine shall be paid to the United States or to the complainant or other party injured by the act constituting the contempt, or may, where more than one is so damaged, be divided or apportioned among them as the court may direct, *but in no case shall the fine to be paid to the United States exceed, in case the accused is a natural person, the sum of \$1,000* \* \* \*. [Italics supplied.]

If the United States and the State, Territorial and local governments were to be given the protection of a "Robinson-Patman" rule, this particular maximum limitation on fines, which is very low, should not be carried over to the new statute. The Federal Government should be allowed as effective means of protection as private buyers are allowed.

Several comments may be made on the proposal of a "Robinson-Patman" rule for the benefit of governments:

(1) The proposal differs from the Robinson-Patman Act in not requiring the Government to prove injury to competition, but solely the fact of a price differential.

(2) The defenses offered the respondent are one of the Robinson-Patman defenses (difference in cost) and one which includes but is much broader than the other Robinson-Patman defense ("meeting of competition"). But application for exemption (unlike the Robinson-Patman defense of "meeting competition") could not be an afterthought.

(3) It may be protested that the defense of "difference in cost" is, from the seller's standpoint, not adequately helpful—because of the difficulty of making comparisons of the total cost of a particular consignment of a commodity and the total cost of another consignment of it. Since a differential or the lack of one is the issue at hand, some satisfactory scheme of comparison might be adopted that would take into account only selected elements of cost; notably, some or all of the costs of production as distinguished from distribution.

(4) If the rule were to be applied to all purchases of commodities and all purchases of services other than personal, the need for additional bases and procedures of exemption might conceivably be disclosed. An investigation to determine whether such a need exists should be made if further consideration is to be given to the proposal.

(5) It may be urged that, in periods of rapidly changing prices, a period of 6 months would be too long; that consequently many sellers would be forced to assume a burden of proof which should not be imposed upon them. Under such circumstances the Government would presumably be limited in the number of suits it could bring, by limited appropriations if in no other way, and, in any event, the part of wisdom would usually be to bring only those cases (involving presumably a period shorter than 6 months) which promised a successful outcome.

(6) The requirement that the commodity involved in the two or more sales be identical might be distorted, to the disadvantage of the Government. But within a broad range of purchases there are (with respect to many commodities) fairly standardized specifications to which the Government can make its requirements conform.

Another variant of the Robinson-Patman principle would be to make it *prima facie* unlawful to sell to a government at the same price as that given another buyer, or at a price not substantially lower, provided that the government concerned buys in lots substantially larger

than does the other buyer. It might be well to make application of such a rule contingent upon the determination (by the Federal Trade Commission) of quantity limits for the commodity involved; i. e., a schedule of quantities. This would be analogous to the function given the Commission in subsection 2 (a) of the amended Clayton Act. Such an arrangement could preclude litigation as to the quantities schedule, but the door would still be open to extensive litigation as to what is a substantially lower price.

The two variants of the Robinson-Patman principle here described should not be regarded as exhausting the possibilities of extending to governments the benefits of that principle.<sup>61</sup>

## 2. RELATIONSHIP OF PROCUREMENT OFFICERS TO ANTITRUST ACTIONS AND SIMILAR ACTIONS

The degree of usefulness, in procurement, of antitrust and similar prosecution depends in an obviously vital way on the relationship of procurement officers to such prosecution. A vigilant attitude on their part, and a habit of reporting in a usable form evidence of activity calling for such prosecution, must exist if the Government as a consumer is to be protected against excessively high prices, and if it is to be protected against joint action by sellers that results in keeping the quality or efficiency of the commodities from being what it would be in the absence of such action.<sup>62</sup> If the procurement organizations themselves accept the market as a "given" factor, to which governmental procurement must be adjusted but which is not to be adjusted to give greater fairness to public and private purchasers, antitrust legislation is of no use whatever to the Federal Government, the largest of all buyers in this country, or to the State and local governments.

On June 20, 1936, the President requested<sup>63</sup> procurement officers throughout the Federal Government to report periodically to the Department of Justice identical bids received by them. This arrangement was followed for 8 months or more by practically all agencies and by others for longer periods. File case after file case of data was accumulated; but there was a diversity of usefulness of the information. Some was in a form admirably suited to the purpose contemplated. But a very great deal of it was so sketchy as to be worthless. Furthermore, in many of the reports there was not even an effort to distinguish between instances in which the tie-bidding involved only a few dollars, and instances of a magnitude which might have made prosecution worth while. It is difficult to see how the numerous useless reports could have been submitted by organizations interested in obtaining a better market in which to buy, except that understaffing may conceivably have accounted for some measure of poor reporting of data.

<sup>61</sup> The School Code of the State of California includes provisions which are of interest at this point. Every publisher "desiring to offer one or more books for official listing" must file a bond two of the conditions of which are as follows:

"6.402. First. That the publisher will furnish said book or books offered by him and listed by the State board of education, to any high school district at a price which shall not exceed the lowest price the publisher has made for such book or books offered anywhere in the United States under similar conditions of transportation and marketing.

"6.403. Second. That the publisher will reduce such price automatically to purchasers within the State of California, whenever reductions are made elsewhere in the United States, so that at no time shall any book so filed and listed be sold to school authorities in California at a higher net price than is received for such book elsewhere in the United States; and that upon failure or refusal of the publisher to make such reduction all contracts for such book or books shall become null and void."

<sup>62</sup> There are, of course, means in addition to antitrust prosecution, for such protection. See ch. VII, above.

<sup>63</sup> By letter.

The position on procurement-and-antitrust relations taken by the Conference of Mayors and by some cities has been noted above, in section 2 of chapter IV; and, in section 1b of the present chapter, there has been further mentioned certain Federal Trade Commission activity arising out of applications (informal complaints) by cities. The ingenuity of the New York City Department of Purchase in attempting to improve the market in which it buys is illustrated by its attack on "nuisance" patents.

An activity, fairly new during 1938 but which rapidly assumed greater proportions, was the struggle to unmask apparently reputable manufacturers, who, by the use of so-called "nuisance" patents, had succeeded in curtailing competition through intimidation of prospective bidders. Our buyers, when they had reason to doubt the relevancy of a manufacturer's patent claims in connection with a purchase transaction, consulted with the Law Department and enlisted the aid of their patent expert \* \* \* in conducting a thorough search. In some instances these suspicions were well founded, for the Corporation Counsel's office has rendered several opinions in which patents were declared invalid.<sup>64</sup>

A large manufacturer of street lamps announced patent claims on a type of luminaire which the Department had been buying but on which it knew of no patent, either granted or pending. The city brought suit to test the validity of the claims.

\* \* \* testimony was elicited \* \* \* that this manufacturer verbally notified prospective bidders, of course only in a "friendly way," that bidding on our proposal was fraught with patent litigation \* \* \*.

The suit brought by the city gave enough confidence to the potential suppliers that bids of a vastly improved sort were secured while the suit was not yet even decided. Awards were made that totaled \$102,781—an estimated saving of \$27,217,<sup>65</sup> or 21 percent.

An interesting supplement to the efforts of New York City's Department of Purchase to get competitive prices is a policy suggested by Mayor LaGuardia early in his administration. Preference in tie bids is given, first, to local producers and, second, to New York State producers.<sup>66</sup> This is an adaptation of procurement to other ends, but it does no harm to procurement.

The Federal Government would doubtless be benefited by a continuing and active selection (on the part of all of its procurement units) of cases to be reported to the Antitrust Division of the Department of Justice and to the Federal Trade Commission. A copy of each report should be sent to each of the two agencies. Selection should be on such bases as the apparent seriousness of offense, the apparent adequacy of evidence, and the absolute magnitude of Federal purchases of the commodity.<sup>67</sup> The last-mentioned standard, of course, presupposes some such system for collecting information on Federal purchases as that proposed in chapter IX, below. Preferably, the reports to the antitrust agencies should relate both to identical bidding

<sup>64</sup> Report to Mayor F. H. LaGuardia on the Work of the Department of Purchase, City of New York, for the Year 1938, p. 21.

<sup>65</sup> *Ibid.*, pp. 31-32.

<sup>66</sup> Report to Mayor F. H. LaGuardia on the Work of the Department of Purchase for the Year 1935, p. 12.

<sup>67</sup> Conceivably this last-mentioned standard might well be ignored with respect to any commodity regarded by the Trade Commission or the Antitrust Division as especially important from a standpoint more comprehensive than that of Federal procurement; i. e., if a commodity were so regarded, it would perhaps be desirable that procurement offices report instances of actually or apparently collusive bidding on Federal contracts for it, even if the Federal Government were buying very little of the commodity. But that possibility lies outside the scope of this study.



and to other types of actual or apparent violation of antitrust laws and similar statutes.

Procurement officers should attempt a constant development of remedial measures to complement or supersede antitrust and similar actions as devices for bettering the markets in which they buy. The tire-purchase incident previously referred to<sup>68</sup> provides two illustrations of departure from customary procurement practice; viz, (1) negotiation of a contract instead of determination of the awarding of the contract to an identical bidder, by lot, and (2) a suit for treble damages, under the Sherman Act. Only the latter, of course, is of the general type of remedy with which this chapter is especially concerned. Another such illustration is afforded by the construction-industry investigation in Pittsburgh.<sup>69</sup> The United States Housing Authority was confronted in Pittsburgh with a maze of apparently collusive bids and the word of some of the contractors themselves that in some branches of the construction industry in that city there had been no noncollusive bidding for 15 years. At the Housing Authority's request, the Department of Justice—which had already launched its Nation-wide construction-industry investigation—sent a "team" to Pittsburgh, with results of the sort mentioned above.<sup>69</sup> The money-saving aspect of such procedures is indicated by the fact that the Antitrust Division's appropriation for the fiscal year 1940 was \$1,300,000, while, as has been noted, \$1,250,000 was saved on a single U. S. H. A. project.

<sup>68</sup> Sec. 2 of ch. IV and subsec. 1b of this chapter.

<sup>69</sup> Some of the cases resulting from the investigation in Pittsburgh are referred to in secs. 1a and 1b of this chapter.





## CHAPTER IX

### ADVANCE PLANNING OF PROCUREMENT

In this chapter the possibilities for advance planning of procurement for the Federal Government as a whole will be considered. The term used to describe this process by many writers on industrial purchasing is "purchase budgeting."<sup>1</sup> It includes systematic estimates of requirements both in terms of total dollar volume and in terms of volume of individual commodities, for definite periods in advance; planned consolidation of orders on the basis of such estimates; and planned timing and placing of purchases to take advantage of favorable market conditions. The advantages of such procurement planning will be pointed out; the possibilities of utilizing Government procurement as a means of stabilizing business conditions, considered; and the extent to which procurement planning exists in the Federal Government at the present time, discussed. Since any intelligent planning is impossible without adequate information as to current purchases and inventories, the adequacy of existing data on these subjects will be appraised and proposals for improved information made. Finally, a possible form of advance planning, or procurement budgeting, for the Federal Government as a whole, will be briefly sketched.

#### I. ADVANTAGES OF ADVANCE PLANNING

Advance planning of procurement offers two kinds of advantages: (a) the possibility of realizing substantial procurement economies and (b) opportunities for directing procurement plans toward the stabilization of business conditions. Advance planning offers economies through making possible consolidation of orders and through making for better timing and placing of orders. Consolidation of orders enables the Government to get the advantages of large scale buying-quantity discounts, savings on shipment and handling charges and on billing, and in some instances direct purchase from manufacturers. Administrative costs of procurement will be reduced. Better timing of purchases is also made possible by advance planning of procurement. On the one hand this means that through provision of a central stock smaller local inventories may become possible and hence inventory turn-over may be increased. On the other hand advance planning increases the time interval within which the actual time of placing the order must be selected. In conjunction with adequate market information, it thus makes it possible to place orders when market conditions are most favorable.<sup>2</sup> Much of what has been said about the improved timing of Government orders applies also in

<sup>1</sup> See H. T. Lewis, *Industrial Purchasing*, Business Publications, Chicago, 1940, ch. XVII; J. O. McKinsey, *Budgetary Control*, Ronald, New York, 1922, chs. X, XIV, and XV; J. H. MacDonald, *Practical Budget Procedure*, Prentice-Hall, New York, 1939, ch. VII; National Association of Purchasing Agents, *Handbook*, vol. II, ch. XIII.

<sup>2</sup> This may presuppose greater flexibility in procurement arrangements. See above, ch. VII, sec. 2a.

respect to different geographical markets. Advance planning gives a greater freedom of choice to the procurement agency in determining the market in which to buy.

It has sometimes been objected, since choosing a favorable market may involve some stocking up, that such a practice involves a purchasing agency in speculation. It is true that the increased opportunity for the exercise of sound judgment involves necessarily an increased opportunity also for making mistakes. And it will be conceded that advance planning must be well done if economies are actually to be realized. But it should be noted on the other side of the case that the absence of advance planning and the consequent close approach to hand-to-mouth buying is certainly not a way of avoiding market risks.

If the economies of advance planning of procurement are to be realized, it is clear that some increase in the centralization of procurement functions may be called for. This need not mean centralization of actual purchasing since not all consolidated orders need be handled by the Procurement Division. However, the Procurement Division should participate in bringing consolidations about. Similarly it should play an important role in the improved timing and placing of orders although it need not in all such cases do the actual ordering itself.

The extent to which procurement plans may be effectively directed toward stabilizing business conditions has already received some consideration.<sup>3</sup> In general it is much easier to adjust procurement to a slack season than to employ it in checking or moderating cyclical declines in business activity. A policy of purchase during slack seasons may prove to be both a matter of economy and one of public policy. The possibilities for arranging procurement so as to serve as a stabilizing factor in connection with cyclical declines in business activity call for special consideration.

## 2. ADVANCE PROCUREMENT AND CYCLICAL DECLINES IN BUSINESS ACTIVITY

On November 27, 1937, the President, by letter, requested the various agencies of the Government to advance procurement orders wherever possible in order that Government demand might serve as a partial offset to the sharp decline in demand from other sources which was then in progress. Existing records are not definitive, but it does not appear that the President's request resulted in any considerable volume of advance procurement. The accompanying chart shows the monthly variations for that part of the Federal purchases for which data are available currently—namely, contracts reported under the Walsh-Healey Act plus the monthly purchase orders of the Procurement Division under the emergency relief program. It also shows the value of purchase orders for the 12 months covered by the

<sup>3</sup> Ch. VII, sec. 2b.

Report of the Procurement Division Group.<sup>4</sup> It will be noticed that there was an increase of about \$10,000,000 in purchases from December 1937 to January 1938, followed by a falling off in March and April. Thus while there was a slight bunching of orders in January and February, the Walsh-Healey plus emergency relief purchases curve shows that the level during the first 5 months of 1938 was about the same as during the year 1937. Opinions of various observers also are to the effect that there was no considerable volume of advance procurement. A number of explanations are offered, some of which may have been merely excuses offered by the agencies to justify their inertia. Among them are: (1) inadequate information as to current purchases and future requirements, especially among departments with decentralized procurement systems; (2) insufficient funds to make large advance purchases, particularly in the case of agencies which were uncertain as to whether they would obtain deficiency appropriations; (3) insufficient storage space; (4) administrative difficulties on the part of purchasing officers in concentrating their year's work; (5) contractual obligations already entered into, particularly on construction projects, calling for delivery throughout the remainder of the fiscal year.

The volume of Federal procurement would probably be large enough to be a significant stabilizing factor in the business situation, provided as much as half of our annual billion-dollar total of procurement could be shifted forward a year or more. If such a shift is at all possible, two important changes in existing procedures would appear to be essential:

1. Funds must be made available to finance advance procurement in large volume.

2. Either the agencies using the goods must be given an incentive to undertake procurement in advance, if they are to do the necessary planning and make the necessary provisions for storage, or else such advance procurement for stabilization purposes must be made a function of the Procurement Division, or both.

There follows an outline of a plan designed to conform to these two requirements which might be used although, as will be pointed out, the difficulties inherent in any attempt to use Government purchasing to check or moderate cyclical business declines are very great. An appropriate sum, say \$500,000,000, might be appropriated for the establishment of a procurement stabilization revolving fund. This

<sup>4</sup> In this chart the figures on which the curve for total Federal procurement is based were obtained from the Report of the Procurement Group, p. 46. (See ch. 1, p. 2, for an explanation of what purchases were reported to the Procurement Division.) To construct the Walsh-Healey emergency relief curve, figures were obtained from the Division of Public Contracts of the Department of Labor for the value of contracts reported for each month under the Walsh-Healey Act. Since contracts for construction, alteration, and repair of naval vessels were not reported under this act until the 1939 fiscal year such contracts have been excluded entirely to make the figures comparable from year to year, as well as to put them on the same basis as the figures of the Procurement Division Group study. From these Division of Public Contracts figures were subtracted the value of contracts over \$10,000 reported to the Division by the W. P. A. To the resulting monthly figures were added all purchases under the emergency relief program reported by the Procurement Division.

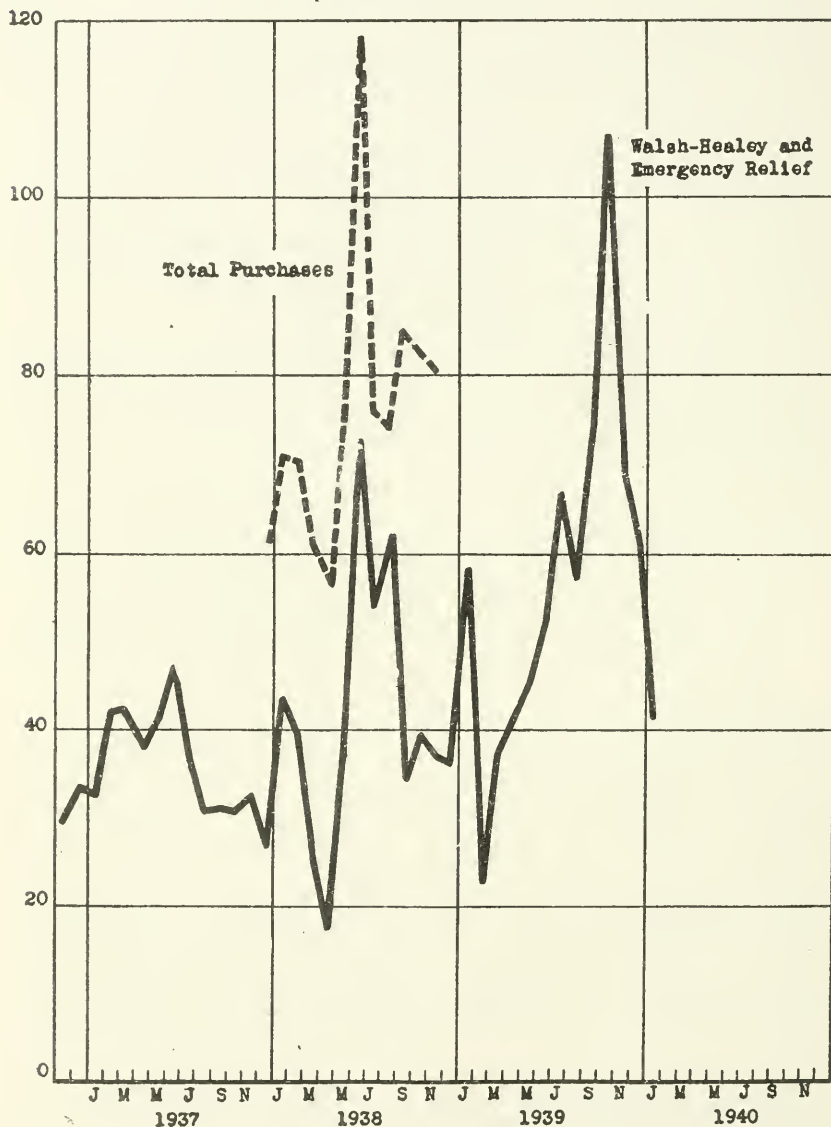
The Walsh-Healey plus emergency relief curve is not a very satisfactory index of monthly purchases for two reasons. The first is that its principal ingredient—the Walsh-Healey figures—represents contracts entered into rather than purchase orders. This means that in the case of term contracts one report is made for purchases which may actually be spread over a period of several months. The second is that while agencies generally report definite-quantity contracts under the Walsh-Healey Act during the month in which they are negotiated, there have been some cases, particularly during the first months after the act went into effect, when they were not reported until sometime after negotiation. A further defect in the Walsh-Healey plus emergency relief curve is that some types of purchases, e. g., of foods, are very inadequately represented.



fund might be used to finance purchases during any period administratively proclaimed as a period of general business decline or depression. The fund might be used to finance purchases only from lines of business administratively designated as depressed and only pro-

CHART V.—Monthly Variations in Federal Purchases

[In millions of dollars]



vided suitable price concessions could be obtained, or might be used without such restrictions. One method of arranging for such concessions is discussed elsewhere,<sup>5</sup> a method referred to as "recession discounts."

<sup>5</sup> See ch. VII, sec. 2, above.

The revolving fund might be used by the Procurement Division to finance purchases to be stored in its warehouse (to the extent that space is available) in addition to those made possible with the existing procurement revolving fund. It might also be used to finance purchases, for which storage would be provided by the using agency. Among the items for which the storage problem would not be acute, and which offer considerable scope for flexibility in timing, are office machines and appliances (such as typewriters, calculating machines, stapling machines, and telephone indexes) and motor vehicles. Advance purchasing might also be feasible with respect to certain essentials for military preparedness. To induce the prompt making of a large volume of such purchases, Congress might be willing to authorize making money available from the procurement stabilization revolving fund, with the approval of the Director of the Bureau of the Budget, for purchases in excess of funds already specifically appropriated to the buying agency and apportioned therefor; upon the condition that the buying agency would seek in the next year, or years, appropriations with which to repay the revolving fund. In the event of subsequent failure to obtain an appropriation, the supplies and materials purchased would presumably revert to the Procurement Division.<sup>6</sup> In order further to induce such advance procurement by using agencies, it might be provided that 10 percent of the cost of such purchases made during a period proclaimed to be one of recession or depression would be absorbed by the procurement stabilization revolving fund.

Even under such favorable circumstances it is unlikely that such an amount of purchases as half a billion dollars could be shifted forward and concentrated in a few months. Forty to fifty percent of the total purchases in 1937-38 consisted of food, building materials and equipment for installation in new structures, utility, and other services. Some of these items could not well be stored. Others, such as a large proportion of building materials and new equipment installations, could be included no more rapidly than a construction program could be gotten under way, because of uncertainties as to requirements and places of delivery. Purchases of items which could be included might have to be trebled to increase total procurement during a 6-month period by \$500,000,000. In addition there are other difficulties. Agencies might be reluctant to purchase large stocks of supplies and materials or equipment when their work programs had not received legislative approval in the form of specific appropriations. If they did lay in such stores, their action might subsequently be open to severe attack by Members of Congress. This danger would be enhanced if there were a change in the party composition of Congress between the time when the purchases were made and an agency's appropriation to reimburse the revolving fund was voted on. The resulting problem of securing space where supplies and materials could be stored might prove to be a knotty one.

There is the further possibility of making the fund available for purposes of State and local government advance procurement. Such a plan would involve additional administrative problems particularly since it would presumably be necessary to determine accurately

<sup>6</sup> Despite provision for purchases reverting to the Procurement Division, there would be some loss if appropriations were not made subsequently to reimburse the revolving fund for the advance procurement of a particular agency.

whether the procurement financed in this way was actually in addition to the procurement which would otherwise have taken place.

If the device of advance procurement is to be used as an antidote to a business recession it is not intended to suggest that it should be operated alone. On the contrary, it could only be safely used if complemented by such a program as one of public works. If additional procurement is to be used as a recession antidote, its usefulness would appear to lie in the fact that it could be gotten into operation while a works program is being developed. Making the highly optimistic assumption that half a billion dollars of purchases could be shifted forward for a year or more, let us consider the effect of such a shift, assuming that in its absence purchases would be half a billion each 6 months. We might have then, in several succeeding 6-month periods, the following procurement expenditures: First period, half a billion; second period, a billion; third period, half a billion; fourth period, half a billion; next four periods, a quarter of a billion each. It is clear that the advance procurement in the second period would give a temporary impetus to business but that during the third and succeeding periods, it would need to be replaced by a works program.

While advance procurement is a possible device for business stabilization, it is important that its limitations should be clearly understood.

### 3. EXTENT OF ADVANCE PLANNING TODAY

In general there is at present very little procurement planning for the Federal Government as a whole either by way of estimating needs for periods in advance, consolidation of purchases on the basis of such estimates, or timing of purchases. In connection with the preparation of the annual Budget and the monthly apportionments, there is a very rudimentary form of procurement estimating. In the preparation of the Budget this does not go beyond the submission of estimate under the main headings of the Classification of Objects of Expenditure prescribed by the General Accounting Office, such as "02 Supplies and Materials" and "30 Equipment." Each appropriation must be apportioned by months, but since the apportionment is merely for the total appropriation, there is little planning of purchases involved in this process. Moreover as is pointed out elsewhere <sup>7</sup> these categories, 02 and 30, by no means include all supplies and materials and equipment.

As regards certain elements of advance planning—estimating of purchase requirements for particular commodities, consolidation of purchases for articles commonly used by more than one agency, and timing of purchases—the situation differs as between the departmental and field services. The extent of advance planning will therefore be discussed separately for each, according to the five types of purchase procedure stated in chapter 1.<sup>8</sup>

Far more has been done toward planning for the procurement of supplies, material, and equipment common to more than one agency in the District of Columbia than has been done in the field. As pointed out in chapter 1<sup>9</sup> a General Supply Committee was set up as far back as 1909 to arrange term contracts for supplies common to

<sup>7</sup> Below, pp. 126-127.

<sup>8</sup> Pp. 6 ff.

<sup>9</sup> Pp. 10 ff.

more than one department in the District. The General Schedule of Supplies, as these term contracts are collectively called, has been expanded since that time, and contracts have been negotiated for some classes of commodities for shorter periods than a year. However, this General Schedule of Supplies is still the principal source for purchases of supplies common to more than one agency in the District of Columbia. Such purchases are made by the using agency as needed, without any control from the Procurement Division.<sup>10</sup>

Indefinite-quantity term contracts realize a part, but only a part, of the advantages of centralized procurement and none of the advantages of advance planning of procurement. They make it possible for various agencies to benefit by the superior technical knowledge of a specialized buying organization in the formulation of purchase specifications, in the preparation of advertisements for bid openings, and in contacting the most promising prospective bidders. They also realize the advantages of superior technical knowledge in connection with the writing of contracts. But indefinite-quantity term contracts do not in general realize the important advantages of advance planning, especially the advantages of consolidation of orders from different users, of closer inventory controls, and of the better timing and placing of orders. Under the usual type of indefinite-quantity term contract no advance planning in procurement is necessary on the part of the using agency, and indeed the using agency has no incentive whatever to time its orders so as to take advantage of any favorable prices which might prevail in the open market during off-seasons. In interpreting the significance of indefinite-quantity term contracts, it is important to distinguish between the advantages of a large, single, definite-quantity order on the one hand, and a large indefinite-quantity contract of uncertain amount and of less certain delivery dates on the other. Uncertainty incident to a large indefinite-quantity term contract may be so large as to discourage many possible bidders.<sup>11</sup>

Certain supplies in common use by several agencies within the District of Columbia are stocked by the Procurement Division warehouse. Here there is an opportunity for buying in large quantity lots for the consolidated needs of the Government in Washington, and also an opportunity for the timing of purchases. Advantage has been taken of these opportunities within the limits of the revolving fund. Large orders are placed, and buyers of the Procurement Division watch the market. Thus in the fall of 1939, when the price of flour was rising, a large order for stock was placed under a 6-month term contract which was about to expire. However, the normal inventory of the Procurement Division warehouse is around \$500,000 or \$600,000, and since the stock is estimated to turn over five or six times a year, it will be seen that on the average only about a 2-month supply is stored, and that the opportunities for large-scale purchases are consequently limited by physical circumstances as well as by financial considerations.<sup>12</sup>

<sup>10</sup> P. 13 ff. Even when the operating agencies ask the Procurement Division to make purchases for them from contractors listed in the General Schedule of Supplies, the Procurement Division exercises no control over the purchases.

<sup>11</sup> These uncertainties exist for all bidders, except possibly the bidder who was successful in the previous year's contract.

<sup>12</sup> A substantial part of the money in the General Supply Fund is used in other ways, thus limiting the financing of purchases to stock.



In addition to purchases for stock, the Procurement Division makes purchases in Washington for other agencies amounting to several million dollars annually. These purchases may best be characterized as "hand-to-mouth," no effort being made by the Procurement Division to obtain estimates of needs for a definite period in advance or to consolidate orders. However, legal authority to request such estimates is provided by the act of February 27, 1929, and the Executive order of June 10, 1933.<sup>13</sup>

The last type of purchases in Washington is that made by the using agency directly from the suppliers (without arrangement of the contracts by the Procurement Division). Included in this group are specialized and technical supplies and equipment, and supplies and equipment of all kinds under \$100 in value and not listed in the General Schedule of Supplies, as well as those over \$100 for most agencies.<sup>14</sup> The extent of advance planning for this type of purchases varies from agency to agency.

In the field little attention has been paid to procurement planning for articles used by more than one agency, particularly since the abolition of the area coordinators and the decrease in the number and activity of Federal business associations throughout the country.<sup>15</sup> A few commodities are purchased by field services either under General Schedule of Supplies contracts or the term contracts of another operating agency.<sup>16</sup> As has already been pointed out, while such contracts may have certain advantages, they do not represent planned procurement.

Since the Procurement Division has no warehouses in the field, there is no opportunity for consolidated purchases for stock by the Division. However, there are a few instances in which one agency purchases from the warehouse stocks of another operating agency. Thus the Civilian Conservation Corps, the National Park Service, the Indian Service, and several agencies within the Department of Agriculture purchase some of their supplies and equipment from the warehouses of the Forest Service at Missoula, Spokane, Milwaukee, and Alameda. A surcharge, averaging about 7 percent, is made to cover the costs of this service. In addition, there are instances in which the Forest Service places the order and delivery is made directly to the using agency. In either case the Forest Service makes the payment and is reimbursed by the using agency. In making its purchases the Forest Service plans quite carefully in advance, calling periodically for estimates of requirements and timing its purchases. During the fire-fighting season it is called on to supply large quantities of canned goods, and its representatives make the rounds of the canneries on the Pacific coast, finding out about the packs and the most propitious time to buy. Goods are then stocked during the winter and are ready for the opening of the fire-fighting season in the spring.

There is very little advance planning in connection with the Procurement Division's field purchasing for operating agencies. However, there have been some instances of estimating of needs and quantity purchasing for individual agencies. An important example,

<sup>13</sup> The act of February 27, 1929, provides: "That each executive department and establishment shall furnish from time to time when called on to do so, estimates of its requirements for inclusion in purchases which it is proposed to have made by the Secretary of the Treasury, and there shall be reserved from proper appropriations sufficient amounts in each case to reimburse the general supply fund hereinafter created \* \* \* \*"

For the Executive order of June 10, 1933, see ch. I, pp. 11-12.

<sup>14</sup> See ch. I, p. 9.

<sup>15</sup> See ch. I, p. 11.

<sup>16</sup> See ch. I, pp. 7 ff.

referred to in both the 1939 report of the Secretary of the Treasury and progress reports of the W. P. A., is the purchase of textiles for the Work Projects Administration. Requirements of the various States were pooled and supplies purchased for 6- and 9-month periods. The 1939 report of the Secretary of the Treasury estimates a saving of \$1,733,962 as a result of consolidated purchase procedure, large orders being placed directly with the textile mills.<sup>17</sup> Credit for estimating requirements for textiles in this case apparently belongs primarily to the Work Projects Administration.

The last type of purchases in the field is that made directly from suppliers by the using agency. Here the amount of advance planning varies greatly from agency to agency. The procedure prescribed by the Bureau of Supplies and Accounts, with respect to stores used by more than one bureau in the Navy, exemplifies a considerable degree of advance planning. Such stores are divided into five arbitrary groups, each of which comes up for replacement twice yearly. Subordinate yards send in their requests to the main yards, of which there are eight. The main yards send in their requests to the Bureau of Supplies and Accounts in Washington. The Bureau checks the procurement requests against its excess-stock records, determines the quantities to be purchased, and forwards the requests to its Purchase Division for action. An effort is made to time purchases to take advantage of favorable market conditions. Commodities such as tin, copper, and shellac, prices of which are subject to market fluctuations due to speculative conditions or irregularity in supply and demand, are purchased after a study of the market trend indicates that prices are advantageous, while tinned provisions are purchased annually at the packing season for each product. It is believed, however, that further study would show that such planning is the exception rather than the rule among Federal agencies, and at best it is planning on a departmental rather than an interdepartmental basis. Apparently exigencies arising primarily out of appropriation practices, as discussed in chapter III, are more significant than market conditions for the timing of Government purchases. A former president of the United States Steel Corporation, testifying before the Senate Committee on Interstate Commerce as to the reason why the Government did not get better prices on its purchases of steel, stated the situation with respect to that commodity.<sup>18</sup> He said:

Well, the Government does not have very large orders to place at any time. When they come into the market for a little here and elsewhere, that is the end of it and then they are out of the market.

#### 4. INADEQUACY OF EXISTING INFORMATION

There are at present five sources of information as to the purchases of the Federal Government: (1) the Procurement Division, (2) the Division of Public Contracts of the Department of Labor which collects data on purchases coming under the Walsh-Healey Act, (3) the Bureau of Labor Statistics, which collects information on purchases for construction projects financed from Federal funds, (4) the annual Budget, which presents figures according to the classification of objects

<sup>17</sup> Report, p. 192. See also Report on the Progress of the W. P. A. Program, June 30, 1938, p. 54.

<sup>18</sup> To prevent Uniform delivered prices—Hearings before the Committee on Interstate Commerce, U. S. Senate, 74th Cong., 2d sess. on S. 4055, p. 607.

of expenditure prescribed by the General Accounting Office, and (5) individual agencies, which may compile statistics on their own purchases. Each of these sources will be discussed and evaluated.

(1) The Procurement Division does not now collect any kind of information on the purchases of the Federal Government as a whole, although it did collect such information monthly from December 1937 to June 1939.<sup>19</sup> The Procurement Division does collect monthly information currently on certain types of purchases (irrespective of where made)—those made pursuant to the General Schedule of Supplies contracts, and all those it makes itself under the emergency program and for the regular departments and establishments. It receives copies of all purchase orders issued in the District of Columbia, irrespective of whether issued under General Schedule of Supplies contracts. All contractors having contracts included in the General Schedule of Supplies are required to make monthly reports to the Procurement Division, giving for each item under their contracts the dollar value of sales to the Government. However, there is some reason to believe that reports are not always complete. Moreover, as pointed out in chapter I,<sup>20</sup> the purchases under the General Schedule of Supplies account for only a small proportion of the Federal total. The Procurement Division tabulates all of the information it now receives, by classes of the Federal Standard Stock Catalog and—within each class—by items or groups of items. Tabulation is by months.<sup>21</sup>

The criteria for drawing up the classification of the Federal Standard Stock Catalog were similarity of utilization or storage requirements. While the classification is very useful in the storage and issuance of stock in Government warehouses, it is of limited value for the forward planning of procurement. Important commodities are lumped together into one class such as "building material," or "fuel," or "food."<sup>22</sup> Information is not available without a special tabulation on the dollar value of purchases for a number of important commodities, including cement, tires, and tubes. Moreover, classes are not mutually exclusive; although "bolts, nuts, screws, rivets, and washers" constitute a separate class, these items also appear in 17 other classes.<sup>23</sup> Incidentally, there are 5 different commodity classifications used by Federal agencies collecting data on Government purchases: (1) That of the Federal Standard Stock Catalog, (2) that of the Division of Public Contracts of the Department of Labor, (3) that used by the Bureau of Labor Statistics in reporting purchases on construction projects financed from Federal funds, (4) that used by the General Accounting Office, and (5) that of the Work Projects Administration. Divergences among procurement data reported by States and municipalities have been noted elsewhere.<sup>24</sup>

(2) Since the Walsh-Healey Act became effective September 28, 1936, the Division of Public Contracts of the Department of Labor

<sup>19</sup> See ch. I, pp. 2 ff. Although these reports were made to the Procurement Division until the end of the 1939 fiscal year, no data were published except for the period from December 1937 to November 1938, inclusive.

<sup>20</sup> P. 11.

<sup>21</sup> Note added August 7, 1940: After its proposed appropriation for statistical work during the fiscal year 1941 had been disapproved, the Procurement Division discontinued within the last few months of the fiscal year 1940 the tabulation of all statistical information except reports of contractors under the General Schedule of Supplies. Dates of discontinuance were not identical for all types of data.

<sup>22</sup> On the other hand, "flags and bunting," "badges, insignia, and medals" and "gyro-compasses, accessories, and parts" are separate classes.

<sup>23</sup> Report of the Procurement Division Group. See appendix A, "Correlation of Classes of the Federal Standard Stock Catalog with the Various Groups and Indexes of the Census of Manufactures."

<sup>24</sup> See ch. II, sec. 3.



has collected data on the number and value of contracts awarded within the scope of this act, which it publishes periodically. A classified list of contractors, together with the value of each contract, is published in bulletin form each week and, in addition, quarterly and annual summaries are reported in Employment and Payrolls and the Annual Report of the Secretary of Labor. Data are classified by 17 major industries and 135 commodity groupings within the major industries, and also by agencies in the annual reports. The classification by industries is closely similar to that of the census of manufactures. The greatest limitation of these data is that only purchases over \$10,000 are reported. In addition agencies are not always prompt in reporting, and there are complications in the time of reporting under indefinite-quantity term contracts. The exact amount of purchases under such contracts cannot be known until some time after the term has expired.

(3) Monthly reports are collected by the Bureau of Labor Statistics on the value of purchase orders placed for construction projects financed from Federal funds. Projects included are those of the Public Works Administration, the United States Housing Authority, the Reconstruction Finance Corporation, the Work Projects Administration, and the regular construction projects of Federal departments and establishments. Material purchased by contractors as well as that purchased by agencies in force-account construction is included, and published data do not distinguish the two. The classifications of these orders for material and that of purchases for the Work Projects Administration are very similar. However, the former is more detailed, having about 90 categories as against 27 of the W. P. A.

(4) In its annual budget estimates and monthly report of expenditures to the General Accounting Office each agency presents figures according to the two-digit object classification of the General Accounting Office. However, as at present reported, materials purchased for construction and repair of buildings are charged to such accounts as "structures and parts" and "repairs and alterations." Thus only a part of purchases of supplies and materials is charged to "supplies and materials." Moreover the categories of the two-digit classification are too broad to be of value for procurement planning.

(5) Finally, some individual agencies, of which the Work Projects Administration is one, collect and publish statistics on their own purchases.

Unsatisfactory as the situation is with respect to information on purchasing for the Federal Government, it is better than that with respect to the supplies, material, and equipment stored or owned. Except for information on the stock stored by the Procurement Division in Washington, which comprises only a very small fraction of the Government's purchases, there is no information on inventories for the Federal Government as a whole. No doubt the larger warehouses for individual agencies have stock records, but the information is not generally available in any one place. Nor does the Procurement Division maintain records of capacity and use of warehouse facilities of other Federal agencies. It would thus be impossible to say accurately whether there are adequate facilities to take delivery on an order of commodities purchased in advance of needs, if any large procurement program were involved.



5. PROPOSED INFORMATION ON PURCHASES AND INVENTORIES <sup>25</sup>

As has been pointed out in chapter I <sup>26</sup> the Procurement Division had made plans for the provision of improved procurement information, but its request for \$153,000 to set up a statistical unit was not granted by Congress.<sup>27</sup>

The Procurement Division might obtain information about Government purchases in either of two ways. It might obtain from the various departments and establishments a copy of each purchase order, contract, or other appropriate document not handled by it and make tabulations from these documents and its own purchase orders.<sup>28</sup> Or monthly reports to the Procurement Division might be required from the various departments and establishments. Since each agency must post its purchase orders to its accounts currently, it should be able to provide the necessary reports as a byproduct of maintaining its own accounting records and thus avoid the necessity of a duplicate tabulation by the Procurement Division. However, this plan would require revisions in the General Accounting Office classification of accounts, devised to meet the Procurement Division's informational requirements.

The general nature of procurement information needed as a basis for advance planning may be appropriately indicated at this point. There is need for monthly reports for the principal purchasing departments and establishments on value of procurement and of inventories of materials and supplies, classified according to a well-designed standard commodity classification. Such monthly reports for the principal purchasing departments and establishments might be supplemented by annual reports similarly classified for smaller agencies. For purposes of inventory control and advance planning of procurement, there is also need for monthly information at least for the principal purchasing agencies on leading individual commodities. Such individual commodity data on volume purchased (both in terms of physical volume and dollar value) and on inventories should be obtained for each of the chief localities at which delivery is called for.

All agencies might be asked to report annually on a longer list of individual commodities than are covered monthly. Annual reports might also call for various additional details, such as number of purchase orders by commodities, value of purchases by method of purchase, etc.

Particularly in the field of construction materials, it is important to have information not only on Government procurement but also upon procurement by contractors in connection with Government contracts. Such information would presumably continue to be collected by agencies other than the Procurement Division. Accordingly, arrangements should be made for a uniform plan for the collection of the information, including a uniform scheme of commodity classification.

If the Federal Government is to enter effectively into cooperative arrangements with State and local governments in the procurement

<sup>25</sup> Since the above was written the Office for Coordination of National Defense Purchases has been set up. One of its functions is to "collect, compile, and keep current statistics on purchases made by Federal agencies." See Federal Register, July 2, 1940.

<sup>26</sup> P. 14 ff.

<sup>27</sup> See Hearings on the Treasury Appropriation Bill for 1941, House Appropriations Committee, p. 749.

<sup>28</sup> The Procurement Division apparently proposed in the plan for a statistical unit prepared in connection with its budget estimate for 1941 to put each purchase order issued by a civil agency on a separate punch card and provide tabulations mechanically. This would have involved some 6,000,000 punch cards per annum.

field,<sup>29</sup> it is highly desirable to have information on such State and local government procurement as might be involved in these cooperative arrangements. Such information should be compiled on a basis comparable to the Federal procurement information above proposed.

In addition to the regular collection of information on a standardized basis, the Procurement Division would presumably have occasion to make various special collections of information from time to time. Such studies might aim to determine for selected additional commodities and selected areas the possibility of economy through extending advance planning of procurement to the procurement of these commodities in these areas. Various general questions might also be carried on special reports; for example, reports on total warehouse capacity of Federal agencies by areas and types, on the use of delivery equipment, etc.

In general, the informational system should serve broadly to aid in improved procurement practices. It should be so designed as to serve the following purposes:

- (1) Provide information on possible economies through improvement of timing of purchases, both in the District of Columbia and the field.

- (2) Provide information as to where consolidation of orders can best be effected, both in the District of Columbia and the field.

- (3) Provide information as to where procurement facilities of one agency can profitably be utilized by others, especially in the field.

- (4) Aid in determining what commodities should be carried in stock by the Procurement Division.

- (5) Aid in arriving at a determination as to whether purchases of particular commodities or classes of commodities should continue to be made under term contracts or be made in definite quantity lots.

- (6) Aid in the development of term contracts, especially for the field service, if this appears economical and efficient.

- (7) Concentrate attacks on identical bidding on significant items.

- (8) Be of use to the Procurement Division in handling a number of administrative problems, such as a closer determination of the low bidder in awarding contracts,<sup>30</sup> and a better estimate of the size of performance bonds required.

- (9) Be of use to the Bureau of the Budget in preparing financial estimates.

- (10) Be important in establishing priorities and possibly other types of control in time of war.<sup>31</sup>

- (11) Provide information on the role of Government purchases in the demand for certain important commodities, which information would be useful in determining the possibilities of business stabilization.

<sup>29</sup> See ch. VI.

<sup>30</sup> When awarding indefinite-quantity term contracts, it is often necessary to consider bids on a large number of specifications in order to determine the lowest bidder. In such cases, it is important to know the probable needs for the different items if the bidder that is in fact the lowest is to receive the contract rather than a bidder who is low on a large number of inconsequential items.

<sup>31</sup> See ch. V, p. 55 and *passim*.

## 6. PROPOSALS FOR ADVANCE PLANNING

The first step in procurement planning is estimating needs for a period in advance. Over-all estimates of the total value of procurement during a coming period would be valuable chiefly for purposes of financial budgeting. However, such estimates by commodity classes should be useful as over-all procurement controls, and would be particularly valuable in the event of our participation in a major war. They would also be essential to the use of advance procurement for business stabilization purposes.

In addition to such over-all estimates, it would be necessary to have separate estimates for each commodity or type of equipment of sufficient importance to be included in the scheme of detailed advance planning; such estimates to be in terms of both physical volume and dollar value. Moreover, for each such commodity there should be a separate estimate for each delivery area for which conditions require separate planning. The nature of such delivery areas would have to be determined in each case in the light of such considerations as perishability of the commodity, cost of transportation, etc. The purchase estimates for any commodity and delivery area should be submitted on a comparable basis with information reported on actual purchases and inventories of preceding periods.

The original estimates should presumably be prepared by the using agency in most instances and submitted to the Procurement Division "as the central agency responsible for procurement of the whole Government."<sup>32</sup>

Ordinarily the Procurement Division would be expected to approve estimates of requirements as presented but in case of a major shortage, downward revisions might be required in consultation with the using agency. Also for purposes of business stabilization there might be occasion for upward revision in some instances.

Such estimates should not be difficult to make. The majority of large industrial concerns operate under purchase budgets drawn up for varying periods of time, the most common being 12 months.<sup>33</sup> Russell Forbes in his book *Governmental Purchasing* points out that the requirements of a Government can be estimated more closely and with less effort than the requirements of a private business which is subject to unexpected increases or decreases in sales and sudden changes of plan due to the exigencies of competition.<sup>34</sup> On the basis of improved records for past periods and in the light of their future work program, agencies should be able without difficulty to estimate their future requirements. However, it would be essential to provide adequate flexibility in any such budget scheme. If the requirements were to be estimated on an annual basis, revisions might be made quarterly or semiannually. In some instances it might be advisable to provide for maximum and minimum estimates of requirements, the agency to be required to stay within the maximum estimate as determined at the beginning of each quarter and to obligate, at the start of the quarter, funds to provide for the minimum estimate. It might also be advisable, particularly where the Procurement Division does not stock an

<sup>32</sup> Executive Order No. 6166, June 10, 1933.

<sup>33</sup> Lewis, *op. cit.*, p. 477. See N. A. P. A. Handbook of Purchasing Policies and Procedures, p. 163, for the results of a survey which showed that 60 percent of the "large" industrial concerns surveyed ("large" being defined as those whose annual purchases totaled over \$10,000,000) gave an affirmative answer to the question, "Do you operate on a budget or on a forecast which controls the extent of purchasing?"

<sup>34</sup> Forbes, *op. cit.*, p. 122 ff.



article, to obtain estimates of inventories as well as estimates of requirements.

It is to be assumed that such a system of advance planning of procurement would be confined to a somewhat shorter list of commodities than that for which regular monthly reports of purchase orders placed would be required. These more comprehensive records of past purchases would then provide a basis for expansion of the budget system to additional commodities, as occasion may require. In order to insure coverage of all commodities for which there is real occasion for advance planning, it might be advisable to require, before an agency can make purchases of a commodity not included in the detailed plan in excess of a stipulated maximum volume involving say a 100 per cent increase over the corresponding quarter in the preceding year, that an estimate be submitted to the Procurement Division by this agency for the purchasing of the commodity involved.

When monthly estimates are available from the various using agencies, it should be possible for the Procurement Division to provide for such consolidations of orders as are economical, and for such advance purchases as would actually obtain economies from favorable market conditions. It should also be possible so to plan the procurement program and the distribution of inventories as to avoid any needless and wasteful stocking up. This need not mean that the Procurement Division would itself undertake the purchasing in all cases where consolidation of orders, a central inventory, or forward buying may be found to be economical.

If genuine economies are to be realized such steps as consolidation of orders, delayed or advanced purchasing in order to buy in what appears to be the most favorable market, and decreases in local inventories, should be preceded by careful study. The dangers of excessive storage costs, and deterioration and obsolescence of goods on the one hand, and the dangers of delay to the using agencies on the other, must be weighed against the advantages which any such step is expected to gain. In some cases establishment of additional common Federal specifications<sup>35</sup> may be needed. As noted briefly in the introduction to the study<sup>36</sup> improvements in the collection of market information and in market research may be called for. Greater flexibility in purchasing procedures may be required. A system of procurement estimates may thus be but one of several conditions necessary to the realization of economies. What such a system contributes is improved information centrally assembled regarding the magnitude and timing of procurement needs, information which should make possible more careful planning of Government purchases.

<sup>35</sup> According to the 1939 annual report of the Secretary of the Treasury (p. 193) 1,232 specifications on articles commonly used had been prepared up to June 30, 1939. Federal specifications represent the final step in the process of standardizing the requirements of different agencies for commonly used articles. Such standardization is a prerequisite to consolidation of orders. For a discussion of this, see Forbes, *Governmental Purchasing*, ch. V.

<sup>36</sup> See pp. XXVIII-XIX.



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*This is no means intended as an exhaustive list for any one of the categories represented.*

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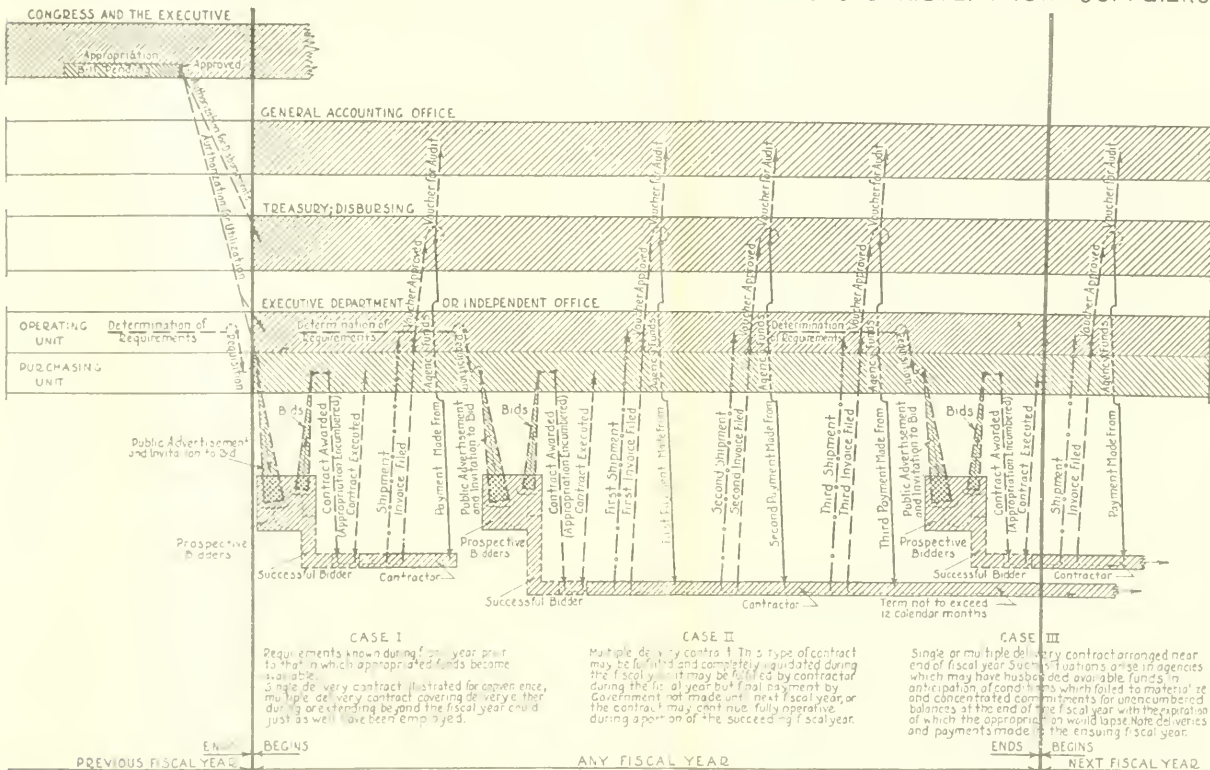
NOTE.—Appendixes I through V were taken from the study of Government purchasing activities made by the Procurement Division Group of the Treasury Department Subcommittee of the Temporary National Economic Committee, under the direction of Christian Joy Peoples, Director of Procurement, Treasury Department.

## APPENDIX I

### DIAGRAMMATIC REPRESENTATION OF FUNDAMENTAL ROUTINGS GOVERNING FEDERAL PURCHASING

CHART VI

# DIAGRAMMATIC REPRESENTATION OF FUNDAMENTAL ROUTINGS GOVERNING ACTIVITIES OF FEDERAL GOVERNMENTAL DEPARTMENTS AND OFFICES IN MAKING PURCHASES DIRECTLY FROM SUPPLIERS



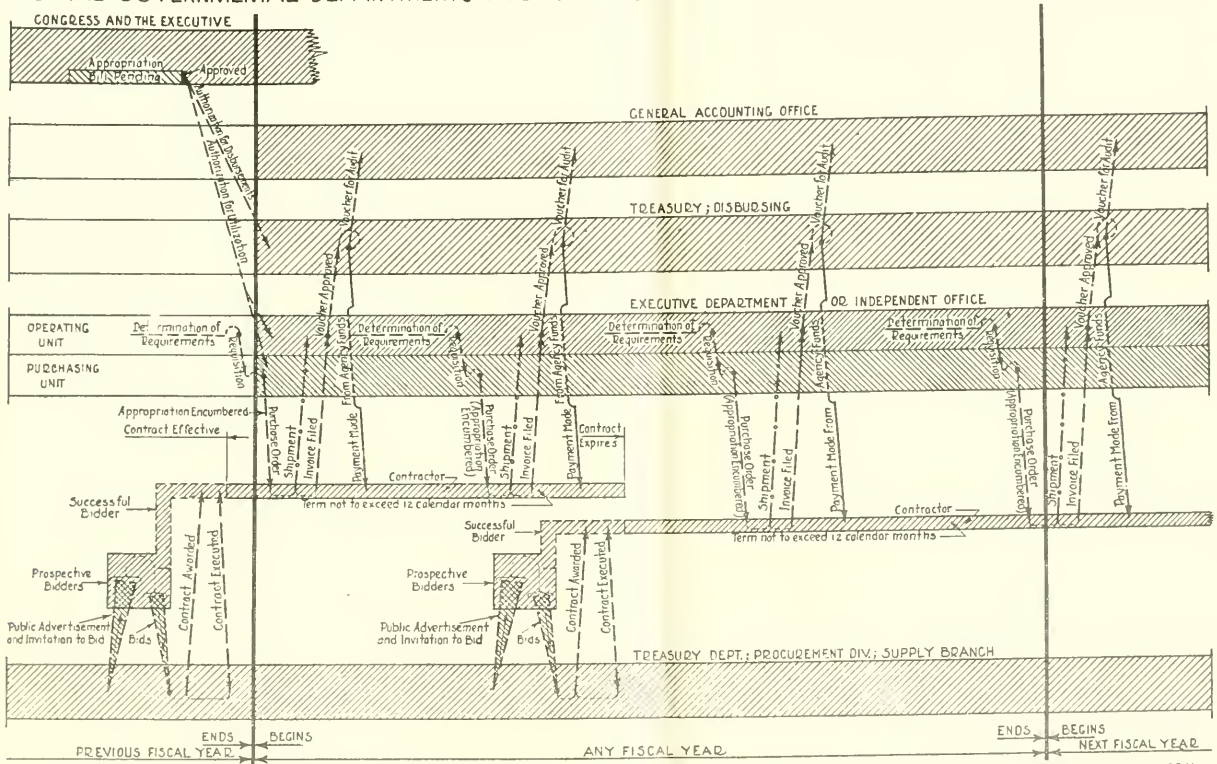
NOTE: THIS CHART IS ENTIRELY DIAGRAMMATIC, SHOT TO SCALE, AND DOES NOT PURPORT TO PORTRAY SPECIFIC INFORMATION WITH RESPECT TO THE OPERATIONS OF ANY DEPARTMENT OR INDEPENDENT OFFICE OTHER THAN THE GENERAL ROUTING AND SEQUENCE OF PURCHASING TRANSACTIONS. THE MULTITUDINOUS DETAILS, CONTROLS, AND CHECKS EMPLOYED TO SAFEGUARD THE GOVERNMENT'S INTERESTS ARE NECESSARILY OMITTED.





CHART VII

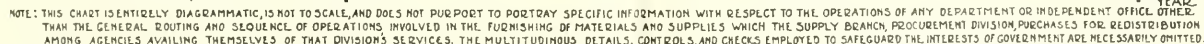
# DIAGRAMMATIC REPRESENTATION OF FUNDAMENTAL ROUTINGS GOVERNING ACQUISITION OF REQUIREMENTS BY FEDERAL GOVERNMENTAL DEPARTMENTS AND OFFICES FROM PROCUREMENT DIVISION CONTRACTS



NOTE: THIS CHART IS ENTIRELY DIAGRAMMATIC, IS NOT TO SCALE, AND DOES NOT PURPORT TO PRETEND SPECIFIC INFORMATION WITH RESPECT TO THE OPERATIONS OF ANY DEPARTMENT OR INDEPENDENT OFFICE OTHER THAN THE GENERAL ROUTING AND SEQUENCE OF OPERATIONS IN CONNECTION WITH PURCHASES MADE UPON FISCAL CONTRACTS ARRANGED BY THE SUPPLY BRANCH, PROCUREMENT DIVISION, FOR THE BENEFIT OF ALL AGENCIES OF THE FEDERAL GOVERNMENT. THE MULTITUDINOUS DETAILS, CONTROLS, AND CHECKS EMPLOYED TO SAFEGUARD THE INTERESTS OF THE GOVERNMENT ARE NECESSARILY OMITTED.



DIAGRAMMATIC REPRESENTATION OF FUNDAMENTAL ROUTINGS GOVERNING ACTIVITIES OF FEDERAL GOVERNMENTAL DEPARTMENTS AND OFFICES PURCHASING FROM PROCUREMENT DIVISION STOCK







## APPENDIX II

### DISTRIBUTION OF BIDS AND BIDDERS BY FEDERAL AGENCIES IN WASHINGTON AND IN THE FIELD

TABLE XVII.—*Distribution of bids and bidders by Federal agencies in Washington and in the field*

[December 1937 through November 1938]

Agency	Washington		Field		Total	
	Bids	Bidders	Bids	Bidders	Bids	Bidders
<b>Executive departments:</b>						
Agriculture.....	49,831	16,327	300,955	91,909	350,786	108,236
Commerce.....	25,944	10,303	62,910	37,581	88,854	47,884
Interior.....	23,595	9,438	71,130	28,452	94,725	37,890
Justice.....	39,240	3,629	142,984	34,061	182,224	37,690
Labor.....	447	153	3,000	600	3,447	753
Navy.....	60,450	12,000	Nil	Nil	60,450	12,000
Post Office.....	21,279	18,501	Nil	Nil	21,279	18,501
State.....	Nil	Nil	Nil	Nil	Nil	Nil
Treasury.....	483,124	88,155	2,709,917	883,689	3,193,041	971,844
War.....	Nil	Nil	2,500,000	175,000	2,500,000	175,000
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	Nil	Nil	Nil	Nil	Nil	Nil
American Battle Monuments Commission.....	Nil	Nil	Nil	Nil	Nil	Nil
Civilian Conservation Corps.....	Nil	Nil	Nil	Nil	Nil	Nil
Civil Service Commission.....	130	130	Nil	Nil	130	130
Commodity Credit Corporation.....	69	64	Nil	Nil	69	64
District of Columbia Government.....	69,390	12,275	Nil	Nil	69,390	12,275
Export-Import Bank.....	Nil	Nil	Nil	Nil	Nil	Nil
Farm Credit Administration.....	632	632	432	338	1,064	970
Federal Communications Commission.....	422	252	64	53	486	305
Federal Housing Administration.....	219	146	41	33	260	179
Federal Power Commission.....	1,352	81	61	52	1,413	133
Federal Reserve Board.....	360	360	Nil	Nil	360	360
Federal Trade Commission.....	19	30	Nil	Nil	19	30
General Accounting Office.....	53	53	Nil	Nil	53	53
Government Printing Office.....	15,562	10,466	Nil	Nil	15,562	10,466
Home Owners' Loan Corporation.....	5,331	2,630	Nil	Nil	5,331	2,630
Inland Waterways Corporation.....	Nil	Nil	Nil	Nil	Nil	Nil
International Boundary Commission, United States and Mexico.....	Nil	Nil	14,941	2,249	14,941	2,249
Intrastate Commerce Commission.....	349	177	3	3	352	180
Library of Congress.....	33	33	Nil	Nil	33	33
Maritime Commission.....	5,301	1,023	43,141	2,595	48,442	3,618
National Advisory Committee for Aeronautics.....	240	50	28,980	5,930	29,220	5,980
National Archives.....	2,122	595	Nil	Nil	2,122	595
National Labor Relations Board.....	Nil	Nil	Nil	Nil	Nil	Nil

TABLE XVII.—*Distribution of bids and bidders by Federal agencies in Washington and in the field—Continued*

Agency	Washington		Field		Total	
	Bids	Bidders	Bids	Bidders	Bids	Bidders
Independent offices and establishments—Continued.						
National Training School for Boys.....	3, 224	478	Nil	Nil	3, 224	478
Panama Canal.....	20, 493	9, 969	Nil	Nil	20, 493	9, 969
Reconstruction Finance Corporation.....	349	321	Nil	Nil	349	321
Rural Electrification Administration.....	53	53	3	3	56	56
Securities and Exchange Commission.....	54	54	Nil	Nil	54	54
Smithsonian Institution.....	453	386	Nil	Nil	453	386
Social Security Board.....	665	428	227	227	892	655
Tariff Commission.....	Nil	Nil	Nil	Nil	Nil	Nil
Tennessee Valley Authority.....	Nil	Nil	82, 578	33, 896	82, 578	33, 896
Veterans' Administration.....	100, 743	25, 116	687, 876	119, 917	788, 619	145, 033
Works Progress Administration.....	Nil	Nil	Nil	Nil	Nil	Nil
Total.....	931, 528	224, 308	6, 649, 243	1, 416, 588	7, 580, 771	1, 640, 896
Percent of grand total.....	12. 29	13. 67	87. 71	86. 33	100. 00	100. 00

## APPENDIX III

### DISTRIBUTION OF DOLLAR VOLUME OF FEDERAL PURCHASES BY CLASSES OF THE FEDERAL STANDARD STOCK CATALOG, BY REPORTING AGENCIES, BY MONTHS: DECEMBER 1937 THROUGH NOVEMBER 1938

(In the list of tables, page vii of the present report, this appendix appears as set of tables XVIII.)

TABLE XVIII

**EXPLANATORY NOTE.**—The dollar volume of Federal purchases by the 83 classes of the Federal Standard Stock Catalog is recorded in the following tables. The class designations by numbers and by descriptions (in some instances, condensed) appear at the tops of the tables. In order to provide ready reference, the complete titles of the respective classes are reproduced below.

#### FEDERAL STANDARD STOCK CATALOG

Class No.	Title
1.	Guns (anti aircraft, boat, coast-defense, drill, field, machine, main-battery, secondary-battery, siege); gun mounts; instruments (fire-control, optical); and their parts.
2.	Arms, small; and all accessories, outfits, and parts.
3.	Mines, nets, torpedoes, torpedo tubes, and all accessories, outfits, and parts.
4.	Ammunition; ammunition details; blasting-apparatus; bombs.
5.	Flags, bunting.
6.	Anchors, anchor chains, and other ground tackle (boat and ship).
7.	Fuel: Charcoal, coal, coke, dust fuels, gas, gasoline, oil (fuel), wood, etc.
8.	Motor vehicles; bicycles; trailers; and all accessories, outfits, and parts.
9.	Boats.
10.	Boilers and engines (boat, power); and all accessories, outfits, and parts.
11.	Pumps and their parts.
12.	Boat and ship fittings.
13.	Engineroom and fireroom fittings, supplies, and tools.
14.	Oils (illuminating and lubricating), greases, and all lubricants.
15.	Electric cable and wire (insulated).
16.	Radio and sound-signal apparatus and all accessories, outfits, and parts.
17.	Electric apparatus and all accessories, outfits, and parts.
18.	Instruments of precision and all accessories, outfits, and parts.
19.	Blocks; rigging; and all accessories, outfits, and parts.
20.	Submarine material.
21.	Cordage: Hemp; jute; oakum; twine; including manufactured articles.
22.	Rope, wire, and wire, bare; including manufactured articles.
23.	Boat and ship utensils.
24.	Duck; canvas; tentage; including manufactured articles.
25.	Tobacco products: Cigars; cigarettes; and all accessories, outfits, and supplies.
26.	Furniture.
27.	Dry goods: Bedding, buttons, curtains, cushions, draperies, findings, floor coverings, linoleum, notions, oilcloth, textiles, trimmings, upholstery materials, yarns, etc.
28.	Blank forms.
29.	Toilet articles and all accessories, outfits, and parts.
30.	Bathroom and toilet fixtures; and all accessories, outfits, and parts.
31.	Lighting apparatus (nonelectric) and all accessories, outfits, and parts.
32.	Fire-surfacing and heat-insulating material.
33.	Gaskets; hose; packing; rubber (sheet and strip); hose fittings; tubing (flexible); including manufactured articles.



## Class No.

## Title

34. Leather: Belting, harness, saddlery, including manufactured leather articles.
35. Books, blueprints, charts, drawings, libraries, maps, newspapers, periodicals, professional publications, etc.
36. Musical instruments; music; and all accessories, outfits, and parts.
37. Athletic equipment, recreational apparatus, sporting goods, special wearing apparel.
38. Brooms, brushes.
39. Lumber; timber; barrels, boxes, cases, crates—wooden; railroad-ties; including manufactured lumber.
40. Tools, machine (bending rolls; drop hammers; drills; grinders; lathes; milling machines; planers; presses; punches; riveters; rolling-machines; saws; shears; etc.); and all accessories, outfits, and parts.
41. Tools, hand.
42. Hardware (builders'; general).
43. Bolts, nuts, rivets, screws, washers.
44. Pipe, tubes, tubing (nonflexible).
45. Pipe fittings.
46. Metal in bars (flat, hexagon, octagon, round, square); billets, ingots, pigs, slabs.
47. Metal in plates and sheets.
48. Metal shapes (angles, channels, half-rounds, I-beams, tees, zeos, etc.); structural metal.
49. Aircraft; aeronautic apparatus; and all accessories, outfits, and parts.
50. Foundry apparatus; and all accessories, outfits, and supplies.
51. Acids; chemicals; drugs; gases; soaps; abrasive materials; cleaning, cutting, and polishing compounds.
52. Paints; paint ingredients.
53. Stationery: Bags, paper; books, blank; boxes, paper; cartons; drafting-room, office, and printers' supplies.
54. Office equipment: Adding machines, cash registers, file cases, numbering machines, typewriters, etc.
55. Textile clothing; knitted goods.
56. Food: Groceries, ice, provisions, subsistence.
57. Hospital, laboratory, and surgical apparatus; and all accessories, outfits, parts, and supplies.
58. Railway, dock, and yard equipment; including fire-fighting (and meteorological) apparatus.
59. Building material: Asphalt, brick, cement, glass, granite, gravel, lime, mill-work, roofing material, sand, stone, tar, tiling, etc.
60. Boilers and engines (power-plant, ship); and all accessories, outfits, and parts.
61. Gyro-compasses and all accessories, outfits, and parts.
62. Articles of special value: Bullion, jewelry, museum collections, paintings, precious metals and stones, statuary, works of art, etc.
63. Tableware (barracks, crews' mess, hotel, hospital, officers' mess, ship-saloon): Aluminumware; chinaware; glassware; silverware.
64. Bake shop and kitchen apparatus and utensils: Aluminum utensils; galley gear; tinware; and all accessories, outfits, and parts.
65. Ovens, ranges, and stoves; and all accessories, outfits, and parts.
66. Machinery and equipment.
67. Forage; bulbs and roots; plants, shrubs, and trees; seeds.
68. Livestock.
69. Vehicles (animal- and hand-drawn); and all accessories, outfits, and parts.
70. Agricultural implements and all accessories, outfits, and parts.
71. Badges, insignia, medals, etc.
72. Boots; shoes; leather and rubber clothing.
73. Caps; hats; gloves; men's and women's furnishings.
74. Individual equipment (field and landing force).
101. Electric service.
102. Telephone service.
103. Miscellaneous services.
104. Exchange allowances.
105. Gas service.
107. Water service.
108. Telegraph service.
125. Drayage services.
126. Unclassified.



Total, all

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$3,148,832.97	\$3,236,085.30	\$2,955,901.00	\$3,853,740.89	\$3,427,855.36	\$5,359,690.51
Commerce.....	833,613.03	669,837.48	550,500.42	916,609.18	820,500.89	1,026,045.92
Interior.....	3,752,383.04	4,753,281.75	3,570,548.58	4,150,095.17	5,722,286.75	3,880,332.16
Justice.....	491,893.95	723,129.93	423,629.05	497,465.34	882,268.72	608,323.73
Labor.....	107,162.78	87,266.52	81,017.08	78,240.12	70,493.71	80,634.08
Navy.....	15,960,152.95	17,068,291.61	25,191,653.14	14,714,134.77	12,872,435.03	12,033,659.34
Post Office.....	1,810,408.36	1,403,937.98	1,282,673.12	1,174,648.70	1,199,001.67	1,362,752.75
State.....	31,282.39	27,987.85	31,460.22	41,350.80	35,937.67	26,828.06
Treasury.....	2,016,104.95	2,081,481.63	1,658,883.09	2,021,841.46	2,005,049.85	1,645,037.94
War.....	20,158,777.00	20,912,131.00	19,927,533.00	17,113,783.00	18,688,069.00	28,857,479.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	2,214.82	2,050.52	22,452.87	4,985.78	643.41	786.04
American Battle Monuments Commission.....	108.01	115.14	124.76	244.07	561.59	563.12
Civilian Conservation Corps.....	3,442.76	1,226.82	2,100.28	3,171.08	2,353.23	7,230.55
Civil Service Commission.....	9,160.71	6,365.07	7,233.67	10,813.03	10,792.20	12,394.53
Commodity Credit Corporation.....	682.87	449.38	2,793.08	1,685.61	2,236.24	1,724.30
District of Columbia Government.....	362,928.88	401,670.91	366,769.95	443,420.62	387,710.78	418,190.90
Export-Import Bank.....	85.71	140.23	79.02	48.43	87.92	98.86
Farm Credit Administration.....	26,689.96	17,204.82	29,873.13	49,929.48	25,668.18	26,050.00
Federal Communications Commission.....	17,821.72	14,662.80	7,400.97	14,788.90	20,205.51	13,405.81
Federal Housing Administration.....	29,275.15	47,547.67	59,802.67	43,173.89	50,381.43	48,697.30
Federal Power Commission.....	12,725.79	7,273.12	14,576.32	17,601.05	9,460.26	4,516.87
Federal Reserve Board.....	53,114.64	41,411.48	30,426.59	33,165.45	52,385.83	24,769.72
Federal Trade Commission.....	22,311.82	3,825.28	6,661.46	6,687.49	4,740.34	43,397.10
General Accounting Office.....	30,189.87	24,791.04	24,528.05	19,740.04	21,808.65	23,250.58
Government Printing Office.....	94,099.27	93,009.37	96,486.89	43,747.16	52,579.99	47,383.65
Home Owners' Loan Corporation.....	106,799.19	105,932.88	98,972.14	157,844.26	124,702.10	111,530.71
Inland Waterways Corporation.....	109,649.22	114,247.74	130,257.30	109,751.69	109,375.82	149,851.95
International Boundary Commission, United States and Mexico.....	48,035.18	45,172.96	40,348.26	31,033.99	39,349.18	33,723.62
Interstate Commerce Commission.....	30,595.89	29,139.69	23,744.83	31,559.85	39,846.99	50,949.88
Library of Congress.....	1,001.08	1,150.40	1,356.86	1,946.61	1,698.43	2,250.14
Maritime Commission.....	224,972.22	201,955.42	334,449.77	248,572.21	231,255.13	230,108.48
National Advisory Committee for Aeronautics.....	23,266.45	26,512.16	20,319.31	26,524.60	21,414.63	31,609.51
National Archives.....	5,586.32	5,694.66	4,920.79	3,918.44	6,714.74	7,837.47
National Labor Relations Board.....	21,770.20	22,263.85	24,598.00	10,932.00	17,675.22	17,748.20
National Training School for Boys.....	9,784.00	10,773.00	9,191.00	10,742.44	10,207.95	10,960.43
Panama Canal.....	802,683.33	989,517.07	963,530.43	714,511.12	823,968.44	604,762.26
Reconstruction Finance Corporation.....	40,724.15	29,059.35	27,090.34	38,982.62	56,900.84	94,863.15
Rural Electrification Administration.....	12,890.99	7,286.43	3,741.67	3,719.86	4,560.87	5,934.22
Securities and Exchange Commission.....	26,079.44	18,324.53	22,878.95	24,848.02	32,776.50	22,529.81
Smithsonian Institution.....	10,508.26	20,511.96	10,965.11	11,927.70	15,240.54	10,250.21
Social Security Board.....	133,692.33	166,159.13	221,080.63	266,674.83	520,270.68	168,006.90
Tariff Commission.....	3,716.50	2,080.13	1,775.92	2,935.06	2,492.01	9,837.90
Tennessee Valley Authority.....	1,076,061.60	935,717.36	783,861.34	783,942.35	970,270.48	741,646.71
Veterans' Administration.....	1,417,590.47	2,257,838.80	1,584,327.15	1,616,714.11	1,907,436.66	1,403,318.35
Works Progress Administration.....	8,366,092.46	14,203,850.38	9,763,671.00	12,117,472.33	5,498,125.11	16,087,133.66
Total.....	61,446,962.68	70,808,362.60	70,446,189.22	61,460,665.60	56,799,796.53	75,348,096.38
Percent of grand total.....	6.73	7.75	7.60	6.73	6.23	8.26

classes

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$9,982,584.50	\$2,761,854.27	\$2,715,414.98	\$2,509,078.63	\$2,498,580.32	\$3,116,238.76	\$15,595,866.49	4.98
1,321,349.00	588,964.00	948,332.00	575,147.00	616,881.84	528,623.03	9,396,403.79	1.03
5,013,663.10	3,656,727.19	3,282,569.89	6,708,161.80	4,461,502.22	6,784,355.12	55,735,906.77	6.08
574,115.13	618,028.00	553,706.18	635,511.66	829,453.05	674,740.72	7,542,265.46	.82
138,183.37	61,246.81	66,631.47	63,348.52	82,187.21	77,426.84	993,838.51	.19
19,455,365.36	16,792,073.28	17,379,846.09	20,765,121.58	17,189,566.52	25,736,495.70	215,148,794.37	23.26
1,661,609.67	2,391,694.46	1,252,894.70	1,216,501.46	1,620,327.34	1,198,058.00	17,574,508.21	1.92
43,345.08	46,947.75	23,627.52	15,645.17	27,931.97	36,483.51	388,827.99	.04
3,124,163.81	2,455,719.85	2,047,840.91	2,231,782.27	3,018,855.73	1,719,329.09	26,026,090.58	2.85
33,955,458.00	18,599,093.95	15,165,122.86	30,453,837.46	26,437,973.00	20,193,122.69	270,462,379.86	29.99
269.88	758.40	14,370.63	19,886.86	15,804.40	1,054.50	85,278.11	.01
3,129.56	810.86	1,070.26	342.91	139.50	749.95	7,959.73	Nil
1,661.12	275.88	273.39	1,032.57	551.00	565.42	23,884.10	Nil
38,690.93	12,340.48	11,910.44	15,925.12	33,221.11	15,564.95	184,412.24	.02
24,224.49	3,570.60	38,668.40	5,630.17	12,518.73	2,138.25	96,322.12	.01
625,880.63	469,103.37	528,798.68	376,180.52	426,063.87	333,587.06	5,140,306.17	.56
158.65	60.54	92.94	107.40	169.51	154.81	1,284.02	Nil
14,765.15	32,516.96	14,526.60	27,241.46	30,398.72	18,853.96	313,718.42	.03
20,371.17	17,918.30	8,598.67	10,062.17	8,866.70	9,350.41	163,453.13	.01
31,363.18	41,205.33	61,157.25	81,104.32	51,392.06	46,564.72	591,664.97	.05
12,871.19	8,927.77	11,809.56	12,042.19	15,825.27	14,215.55	141,844.94	.01
25,521.65	28,715.89	31,124.62	29,863.31	24,808.44	25,019.26	400,926.87	.04
51,100.36	4,984.93	3,539.52	1,463.99	3,457.02	5,395.03	157,564.35	.02
34,811.91	21,687.75	20,625.84	24,665.74	23,011.16	25,884.58	294,995.21	.03
132,393.68	60,943.74	41,178.13	61,183.69	159,726.47	64,363.83	947,095.87	.10
248,104.23	31,490.97	57,299.45	103,389.82	62,297.51	66,807.67	1,275,170.93	.14
189,051.09	115,815.97	135,945.68	126,735.08	130,580.64	97,784.51	1,519,046.69	.16
122,858.29	56,031.33	59,069.70	68,549.20	83,928.11	84,734.22	712,834.04	.08
47,941.33	11,984.12	12,126.97	16,246.30	16,567.48	19,026.56	329,729.89	.03
2,773.02	2,731.47	1,618.65	950.15	4,330.96	1,760.42	23,568.19	Nil
219,694.90	345,843.94	260,584.07	323,275.94	225,413.01	225,411.72	3,071,536.81	.33
32,757.52	50,211.93	19,987.49	18,689.60	62,161.32	17,361.36	350,815.88	.04
20,426.58	2,866.51	7,491.29	3,222.38	2,365.04	2,713.48	73,757.70	.01
27,484.19	13,904.58	13,794.12	11,446.73	11,067.80	9,774.88	202,459.77	.02
14,701.54	10,689.52	9,697.08	12,546.57	12,344.64	11,768.60	133,406.77	.01
577,028.16	737,578.49	827,984.28	810,393.56	973,426.04	709,616.77	9,534,999.95	1.40
123,342.55	35,046.02	47,179.08	48,290.67	63,354.31	60,575.26	665,408.34	.07
29,395.24	11,647.35	12,732.73	13,040.95	18,398.59	14,617.24	137,966.14	.01
27,083.81	38,527.13	29,496.43	32,076.23	33,514.78	42,369.21	350,504.94	.04
17,894.51	10,798.37	14,345.27	12,419.65	15,164.87	10,996.91	161,023.36	.02
545,022.62	152,082.06	190,791.28	176,565.69	183,706.34	221,999.25	2,946,060.74	.32
3,558.16	2,786.05	2,233.69	1,183.31	2,079.90	4,896.14	39,574.77	Nil
2,596,120.37	2,696,356.32	3,036,786.52	1,573,645.07	827,397.35	1,253,752.49	17,275,557.96	1.81
1,630,653.28	2,059,539.95	1,677,490.15	1,209,524.35	2,077,095.70	1,935,721.14	20,777,250.11	2.24
35,744,275.42	21,239,857.12	23,383,568.71	14,796,543.03	19,948,085.16	15,256,785.37	196,405,459.75	21.22
118,507,217.38	76,301,969.46	74,053,953.17	85,199,601.25	82,342,501.71	80,677,408.93	913,401,724.91	100.00
13.02	8.37	8.10	9.34	9.03	8.84	100.00	100.00



*Guns (all types, excluding small arms), gun mounts, instruments*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$13. 65	\$14. 28	\$30. 00	\$21. 70	\$88. 87	\$29, 093. 68
Commerce.....						
Interior.....		55. 10	10. 71	767. 50		111. 73
Justice.....						
Labor.....		4. 10				3. 33
Navy.....	325, 740. 56	1, 171, 040. 18	89, 085. 25	820, 079. 65	969, 833. 46	1, 518, 156. 89
Post Office.....						
State.....						
Treasury.....						
War.....	14, 711. 00	175, 771. 00	15, 381. 00	32, 183. 00	21, 212. 00	22, 452. 00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....						
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for boys.....						
Panama Canal.....				13. 50		
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....				194. 00	19. 80	
Social Security Board.....						4. 15
Tariff Commission.....						
Tennessee Valley Authority.....	940. 25				175. 00	
Veterans' Administration.....						
Works Progress Administration.....			. 20			
<b>Total.....</b>	<b>341, 405. 46</b>	<b>1, 346, 884. 66</b>	<b>104, 507. 16</b>	<b>853, 259. 35</b>	<b>991, 329. 13</b>	<b>1, 569, 821. 78</b>
<b>Percent of grand total.....</b>	<b>0. 99</b>	<b>3. 92</b>	<b>0. 30</b>	<b>2. 48</b>	<b>2. 89</b>	<b>4. 57</b>

(fire control, optical), and their parts—Class No. 1

[illegible]

*Arms, small; and all accessories,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$21. 00	\$40. 78	\$38. 13	\$55. 15	\$48. 42	\$159. 42
Commerce.....		50. 29	50. 00		36. 60	250. 00
Interior.....	490. 95	63. 32	50. 00	165. 30	1, 072. 25	56. 07
Justice.....						
Labor.....	40. 69	264. 73	137. 56	444. 78	35. 41	21. 95
Navy.....	403, 408. 88	91, 447. 00	10, 455. 22	67, 252. 74	31, 891. 90	12, 218. 50
Post Office.....						
State.....						
Treasury.....	90. 62	484. 40	3, 087. 40	4, 094. 61	5, 820. 50	638. 74
War.....	191, 191. 00	36, 726. 00	26, 134. 00	20, 798. 00	6, 729. 00	9, 769. 00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....		970. 74		7. 01	481. 45	
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....						
Panama Canal.....			23. 95	17. 64		17. 64
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	2. 50		1. 50	13. 44		
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....						
Veterans' Administration.....						
Works Progress Administration.....			. 88	9. 50		905. 05
<b>Total.....</b>	<b>596, 064. 64</b>	<b>130, 047. 26</b>	<b>30, 978. 64</b>	<b>92, 858. 17</b>	<b>46, 115. 53</b>	<b>24, 036. 37</b>
<b>Percent of grand total.....</b>	<b>30. 25</b>	<b>6. 60</b>	<b>2. 03</b>	<b>4. 71</b>	<b>2. 34</b>	<b>1. 22</b>

*outfits, and parts—Class No. 2*

[illegible]



*Mines, nets, torpedoes, torpedo tubes, and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....		\$52. 50		\$13. 25		
Commerce.....						
Interior.....			\$123. 00			\$595. 60
Justice.....						
Labor.....					\$49. 00	
Navy.....	\$11, 401. 27					29, 278. 00
Post Office.....						
State.....						
Treasury.....	4. 80					
War.....		18, 813. 00			2, 247. 00	3, 266. 00
Independent offices and es-						
tablishments:						
Alley Dwelling Author-						
ity.....						
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....						
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....						
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....						
Federal Communications						
Commission.....						
Federal Housing Admin-						
istration.....						
Federal Power Commis-						
sion.....						
Federal Reserve Board.....						
Federal Trade Commis-						
sion.....						
General Accounting						
Office.....						
Government Printing						
Office.....						
Home Owners' Loan						
Corporation.....						
Inland Waterways Cor-						
poration.....						
International Boundary						
Commission, United						
States and Mexico.....						
Interstate Commerce						
Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Com-						
mittee for Aeronautics.....						
National Archives.....						
National Labor Rela-						
tions Board.....						
National Training						
School for Boys.....						
Panama Canal.....						
Reconstruction Finance						
Corporation.....						
Rural Electrification Ad-						
ministration.....						
Securities and Exchange						
Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au-						
thority.....						
Veterans' Administration.....						
Works Progress Admin-						
istration.....						
Total.....	11, 406. 07	18, 865. 50	123. 00	13. 25	2, 296. 00	33, 139. 60
Percent of grand total.....	11. 33	19. 07	0. 12	0. 01	2. 32	33. 47

## 151

[illegible]

*Ammunition; ammunition details;*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$19,806.55	\$33,157.79	\$28,107.02	\$28,987.53	\$52,690.35	\$79,487.80
Commerce.....	81.99	123.64	121.50	50.96	96.35	437.28
Interior.....	13,101.53	34,627.52	10,360.59	24,301.68	13,954.86	19,661.99
Justice.....						
Labor.....	25.00	39.39	24.90	83.13		66.85
Navy.....	381,614.12	513,520.25	210,559.76	1,596,948.95	1,200,368.73	1,174,169.22
Post Office.....	155.55	47.60	29.44	121.58		
State.....						
Treasury.....	22.10	2,354.61	623.62	1,058.24	6,386.16	1,778.38
War.....	473,144.00	295,980.00	54,179.00	340,978.00	190,156.00	72,011.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	17.26	223.07	8.94	6.42	746.78	6.50
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....						
Panama Canal.....				17,818.50		66.18
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....				11.00		11.94
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....		12,406.00	8,725.83	5,594.86	2,396.80	7,939.06
Veterans' Administration.....			57.75	47.00	18.50	102.60
Works Progress Administration.....	73,356.91	135,979.45	81,604.84	90,457.29	30,291.01	126,333.87
Total.....	961,325.01	1,028,459.32	394,403.19	2,106,495.14	1,497,105.54	1,482,072.67
Percent of grand total.....	4.81	5.15	1.97	10.55	7.49	7.42

## CONCENTRATION OF ECONOMIC POWER

153

*blasting-apparatus, bombs—Class No. 4*

[illegible]



*Flags, bunting—*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$480.77	\$140.99	\$137.20	\$710.22	\$145.52	\$99.48
Commerce.....	48.40	229.54	316.00	104.24	246.30	79.00
Interior.....	10,313.52	112.24	213.19	2,969.23	174.19	1,914.23
Justice.....						
Labor.....		988.30				62.28
Navy.....	3,437.50					242.00
Post Office.....	154.88	652.00	137.74			6,157.00
State.....	6.00	5.79		338.35		287.43
Treasury.....	43.83	1,939.23	48.30	1,097.43	2,629.02	1,132.76
War.....	2,112.00	1,340.00	6,382.00	4,241.00	8,569.00	2,925.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	368.17			133.56	71.50	56.68
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....	19.35	1.75	354.13	19.35		170.52
International Boundary Commission, United States and Mexico.....				16.00	10.75	
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	101.95	108.00	38.75	98.00	192.55	85.00
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....						
Panama Canal.....	195.18	86.70	187.49	30.52	465.67	404.96
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....						
Veterans' Administration.....			8.25	10.80	2.00	6.30
Works Progress Administration.....	265.86	1,078.83	853.64	875.98	106.50	2,816.16
<b>Total.....</b>	<b>17,547.41</b>	<b>6,683.37</b>	<b>8,676.69</b>	<b>10,644.68</b>	<b>\$12,613.00</b>	<b>16,418.80</b>
<b>Percent of grand total.....</b>	<b>-9.27</b>	<b>3.52</b>	<b>4.58</b>	<b>5.62</b>	<b>6.65</b>	<b>8.67</b>

## CONCENTRATION OF ECONOMIC POWER

155

Class No. 5

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$287.94	\$179.70	\$3,748.69	\$1,693.66	\$1,333.32	\$102.69	\$9,060.18	4.78
69.00	64.00	29.00	7.00	245.00	254.55	1,722.03	.91
184.17	183.44	169.68	104.07	196.44	187.70	16,722.10	8.83
194.30		539.00			2.00	1,785.88	.94
23,720.73	225.00	596.40		45.60	12,319.15	40,586.38	21.41
163.00	13,338.52	967.00				21,407.14	11.30
794.21	874.83	1,072.54	1,018.91	10.80	127.80	919.17	.49
2,156.00	2,038.03	1,182.81	1,176.93	2,694.69	1,351.88	14,697.63	7.75
				1,683.00	2,906.00	36,711.77	19.37
						552.89	.29
552.89							
		116.00	994.18	6.64	35.93	1,789.18	.94
6.52							
	6.64					6.64	Nil
			30.00		48.00	78.00	.04
			5.94			9.15	Nil
		3.21					
					5.08	5.08	Nil
		276.36		1.25	337.03	1,198.85	.63
19.11						26.75	.01
106.00	184.00	745.20	180.00	279.36	468.44	2,587.25	1.36
				16.00		16.00	.01
32.49	61.56	591.65	27.93	251.39		2,335.48	1.23
			6.82			6.82	Nil
						1.14	Nil
1.14							
	82.91	75.87	102.54	25.00	37.50	323.82	.17
15,966.84	3.90		1,257.63	1,634.00		18,888.82	9.95
1,204.24	2,131.63	932.88	5,509.47	276.23	2,145.73	18,197.15	9.59
45,458.58	19,373.20	11,046.29	12,115.08	8,698.72	20,359.48	-189,635.30	
23.95	10.21	5.83	6.40	4.58	10.72	100.00	100.00

*Anchors, anchor chains, and other ground*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$52.35	\$70.50	\$76.24	\$103.82	\$24.15	\$249,066.13
Commerce.....	834.23	1,615.31	200.00	346.45	1,776.46	3,346.12
Interior.....	70.89	132.99	21.12	13.00		45.10
Justice.....						
Labor.....						
Navy.....	2,092.87		2,896.00	922.00		1,000.00
Post Office.....						
State.....						
Treasury.....	249.00	379.34	139.05	96.12	2,422.08	592.00
War.....	1,491.00	10,542.00	938.00	5,967.00	10,760.00	2,639.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....						
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Cor- poration.....	5.22	4.92	870.51	344.74	104.52	23.76
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	943.55		259.04		400.00	
National Advisory Com- mittee for Aeronautics.....						
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....						
Panama Canal.....	411.79	27.00	2,629.01	90.00		21,648.00
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....						
Veterans' Administration.....			20.00			
Works Progress Admin- istration.....		61.25				4.00
<b>Total.....</b>	<b>6,150.90</b>	<b>12,833.31</b>	<b>8,048.97</b>	<b>7,883.13</b>	<b>15,487.21</b>	<b>278,369.11</b>
<b>Percent of grand total.....</b>	<b>1.59</b>	<b>3.31</b>	<b>2.07</b>	<b>2.03</b>	<b>3.97</b>	<b>71.87</b>

## CONCENTRATION OF ECONOMIC POWER

157

*tackle (boat and ship)*—Class No. 6

[illegible]



*Fuel; charcoal, coal, coke, dust fuels, gas,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$408,967.38	\$429,872.59	\$388,738.71	\$438,072.55	\$415,152.30	\$650,961.85
Commerce.....	65,575.60	70,701.09	56,978.35	66,293.82	79,722.25	69,514.50
Interior.....	332,609.52	361,387.40	261,539.89	408,580.98	286,783.76	282,100.77
Justice.....	31,134.25	33,848.00	33,456.00	33,848.00	30,455.43	21,507.93
Labor.....	15,256.88	14,841.05	11,231.71	15,637.62	11,580.65	11,152.88
Navy.....	1,185,006.65	1,281,469.47	1,362,044.05	1,465,274.40	1,169,575.60	1,266,673.10
Post Office.....	237,670.95	220,923.52	249,235.87	164,570.40	147,524.25	101,287.59
State.....	47.27	52.94	59.78	53.73	59.53	42.46
Treasury.....	149,912.17	156,433.25	135,257.16	113,638.39	145,943.02	131,817.25
War.....	1,240,291.00	3,131,484.00	1,314,729.00	895,522.00	1,268,695.00	1,507,743.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....	107.24	465.44	182.11	361.62	119.60	183.24
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....	115.93	207.97	305.10	290.60	302.51	280.26
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	57,751.92	121,462.89	41,746.25	18,473.42	46,907.73	66,532.99
Export-Import Bank.....						
Farm Credit Adminis- tration.....			63.24	360.57	36.90	40.36
Federal Communications Commission.....						
Federal Housing Admin- istration.....				771.56	43.78	
Federal Power Commis- sion.....	55.68	61.35	65.37	44.05	58.26	53.88
Federal Reserve Board.....	22.72	23.37	25.00	25.41	32.30	27.42
Federal Trade Commis- sion.....	22.62					
General Accounting Office.....	955.94	909.59	1,136.38	1,237.47	746.05	425.20
Government Printing Office.....	1,248.68	771.16	778.39	795.52	1,002.25	282.16
Home Owners' Loan Corporation.....		18.90	22.41		15.75	11.25
Inland Waterways Cor- poration.....	58,526.63	42,978.00	46,063.36	55,429.85	54,791.06	53,734.46
International Boundary Commission, United States and Mexico.....	874.82	2,435.08	2,790.60	2,850.56	2,929.80	2,281.55
Interstate Commerce Commission.....	191.79	123.05	407.97	517.55	120.68	306.72
Library of Congress.....			23.50		24.00	23.00
Maritime Commission.....	124,476.46	86,798.41	228,224.37	117,077.07	117,470.84	108,709.43
National Advisory Com- mittee for Aeronautics.....	2,035.88	295.73	1,489.90	426.65	6.00	1,564.40
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....	2,407.00	1,975.00	1,625.00	1,883.00	1,504.00	1,063.24
Panama Canal.....	82,004.44	121,363.37	18,073.02	84,040.71	186,163.13	16,190.45
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	690.04	2,648.66	416.66	569.93	1,089.92	53.69
Social Security Board.....	14.14	13.44		18.80	24.00	35.00
Tariff Commission.....						
Tennessee Valley Au- thority.....	36,017.38	35,353.12	22,039.41	32,231.16	28,191.59	25,803.21
Veterans' Administration.....	117,919.68	108,261.20	132,146.36	91,167.74	122,378.02	65,398.30
Works Progress Admin- istration.....	237,700.16	499,564.61	258,486.18	214,117.77	167,129.67	401,337.53
Total.....	4,389,610.82	6,726,743.64	4,569,381.10	4,224,182.90	4,286,509.63	4,787,139.07
Percent of grand total.....	8.30	12.72	8.65	8.00	8.11	9.06

*gasoline, oil (fuel), wood, etc.—Class No. 7*

Month—Continued						Total, 12 months	Percent of grand total
June 1935	July 1938	August 1938	September 1938	October 1938	November 1938		
\$507, 109. 63	\$342, 522. 58	\$403, 810. 73	\$362, 895. 49	\$379, 388. 88	\$434, 163. 65	\$5, 161, 686. 34	9. 78
76, 922. 00	54, 562. 00	57, 762. 00	59, 714. 00	73, 073. 78	61, 056. 61	791, 876. 00	1. 50
242, 902. 29	207, 489. 92	166, 730. 11	294, 494. 33	381, 175. 28	260, 772. 36	3, 486, 566. 61	6. 60
19, 743. 28	14, 287. 21	19, 553. 69	20, 353. 38	22, 619. 09	27, 141. 95	307, 948. 21	. 58
10, 040. 10	9, 624. 04	11, 520. 04	9, 219. 63	12, 873. 15	8, 972. 22	141, 949. 97	. 27
461, 080. 84	1, 303, 293. 32	1, 001, 729. 69	1, 359, 181. 57	1, 459, 277. 87	1, 147, 981. 34	14, 462, 587. 90	27. 39
112, 501. 98	195, 828. 84	121, 894. 84	117, 223. 68	208, 729. 08	173, 535. 31	2, 051, 226. 31	3. 88
74. 78	30. 19	49. 39	40. 20	48. 78	39. 91	598. 96	Nil
132, 324. 48	96, 851. 35	108, 214. 61	99, 124. 61	92, 445. 36	91, 085. 23	1, 453, 046. 88	2. 75
1, 893, 495. 00	764, 905. 49	714, 512. 35	1, 205, 077. 30	1, 031, 338. 00	913, 920. 00	15, 881, 712. 14	30. 05
			126. 77	125. 82	54. 22	1, 726. 03	Nil
263. 48	27. 22	27. 22	330. 12	145. 75	90. 28	2, 386. 44	Nil
25, 954. 42	25, 010. 40	87, 927. 54	37, 832. 79	42, 411. 49	22, 914. 04	594, 925. 87	1. 13
						501. 07	Nil
	16. 39	19. 06	22. 93	105. 02	218. 55	1, 198. 49	Nil
118. 19	83. 05	121. 83	244. 76	154. 72	225. 14	1, 286. 28	Nil
35. 15	22. 57	19. 81	31. 56	40. 42	16. 63	322. 36	Nil
	43. 31	15. 51				81. 44	Nil
453. 63	67. 50	67. 50	67. 50	389. 66	381. 38	6, 837. 80	. 01
771. 96	251. 60	637. 26	674. 91	654. 64	1, 194. 75	9, 063. 28	. 02
						68. 31	Nil
100, 376. 69	54, 663. 51	59, 460. 96	52, 824. 83	65, 501. 82	45, 838. 59	690, 119. 76	1. 31
2, 099. 99	1, 947. 25	2, 210. 18	2, 846. 02	3, 172. 57	4, 279. 13	30, 717. 55	. 06
1. 47	721. 30	526. 32	440. 79	407. 00	653. 64	4, 418. 28	. 01
23. 00	23. 00	23. 00	22. 00	20. 00	23. 00	204. 50	Nil
116, 675. 42	113, 804. 65	119, 745. 89	80, 251. 62	81, 125. 74	102, 822. 00	1, 397, 181. 90	2. 64
1, 020. 02	9. 50	423. 50	1, 196. 19	365. 40	1, 015. 40	9, 848. 57	. 02
713. 84	537. 45	536. 93	896. 81	1, 257. 28	1, 137. 00	15, 536. 55	. 03
14, 395. 75	91, 053. 20	17, 503. 85	13, 303. 20	182, 167. 90	15, 336. 23	841, 595. 25	1. 59
				88. 29	108. 87	197. 16	Nil
198. 30	45. 72	41. 94	848. 39	936. 98	1, 439. 50	8, 979. 82	. 02
	4, 752. 40	7. 01		6. 75	3. 02	4, 874. 56	. 01
37, 903. 34	38, 693. 30	25, 698. 95	37, 016. 46	41, 308. 72	27, 482. 14	387, 738. 78	. 73
41, 259. 29	91, 403. 97	48, 006. 13	58, 866. 24	117, 042. 65	178, 995. 74	1, 172, 815. 32	2. 22
274, 095. 02	417, 640. 15	373, 234. 09	268, 252. 72	469, 127. 82	332, 488. 40	3, 913, 174. 12	7. 40
4, 072, 553. 43	3, 830, 212. 38	3, 342, 062. 53	4, 083, 420. 80	4, 667, 526. 31	3, 855, 656. 23	52, 834, 998. 84	
7. 71	7. 25	6. 33	7. 71	8. 83	7. 30	100. 00	100. 00

*Motor vehicles; bicycles; trailers; and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture	\$375,467.15	\$409,610.04	\$415,633.51	\$560,453.95	\$477,152.82	\$300,970.11
Commerce	26,998.50	8,878.18	7,208.84	5,584.62	8,753.43	10,384.97
Interior	243,461.81	174,936.45	217,466.67	297,988.05	272,778.48	295,473.82
Justice	148.56	4,289.71	3,135.47	3,476.07	6,077.72	1,929.81
Labor	3,087.30	3,105.04	2,419.66	2,634.95	3,179.49	2,388.18
Navy	23,373.54	66,492.34	66,360.73	33,361.02	28,273.40	59,387.65
Post Office	145,456.09	54,197.00	81,754.16	44,966.43	48,707.64	59,912.90
State	19.75	18.35	74.22	521.59	83.00	117.93
Treasury	129,186.14	37,230.92	31,464.53	70,158.29	42,350.08	31,034.53
War	1,139,105.00	507,795.00	943,220.00	449,163.00	587,771.00	656,790.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority						
American Battle Monuments Commission						
Civilian Conservation Corps	1,013.20	26.85	210.01	28.15	19.86	663.10
Civil Service Commission						
Commodity Credit Corporation						
District of Columbia government	31,824.54	5,688.93	8,283.17	6,663.28	9,946.54	24,008.84
Export-Import Bank						
Farm Credit Administration						
Federal Communications Commission	17.49	11.40	19.08	25.15	12.94	65.59
Federal Housing Administration				809.78	81.36	123.24
Federal Power Commission						
Federal Reserve Board	17.95	1.50		15.40		
Federal Trade Commission	20.65	9.50				
General Accounting Office	1,515.79	17.88	10.81	12.80	1.69	23
Government Printing Office						
Home Owners' Loan Corporation		455.61	12.50	38.75	26.95	1,532.33
Inland Waterways Corporation	835.99	648.18	587.22	1,111.89	658.07	438.48
International Boundary Commission, United States and Mexico	260.43	1,277.36	2,658.15	1,437.77	370.25	3,040.35
Interstate Commerce Commission	347.90	201.79	94.55	43.73	33.88	26.29
Library of Congress						
Maritime Commission	687.14	85.85	71.02	854.56	188.22	115.24
National Advisory Committee for Aeronautics	41.76	155.73	169.84	232.51	219.92	875.59
National Archives	.80	720.47				
National Labor Relations Board						
National Training School for Boys	7.00	13.00	33.00	18.18	46.33	4.09
Panama Canal	15,119.23	10,088.70	10,052.68	5,932.02	4,825.91	12,959.92
Reconstruction Finance Corporation						
Rural Electrification Administration		68.58				
Securities and Exchange Commission				3.35		
Smithsonian Institution	23.20	25.42	660.01	79.61	20.05	30.14
Social Security Board	12.97					
Tariff Commission						
Tennessee Valley Authority		27,305.02	24,660.47	32,664.88	40,462.97	20,290.02
Veterans' Administration	10,857.52	13,464.45	18,265.17	8,897.06	11,855.70	13,872.31
Works Progress Administration	2,835,575.57	3,408,193.01	1,752,548.68	3,018,818.11	1,212,174.20	3,853,283.14
Total	4,984,482.97	4,755,012.26	3,587,074.15	4,545,994.95	2,756,071.90	5,349,718.80
Percent of grand total	8.60	8.20	6.18	7.82	4.74	9.20

accessories, outfits, and parts—Class No. 8

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$1,134,999.81	\$406,384.60	\$432,737.87	\$405,512.32	\$428,605.23	\$467,439.90	\$5,814,967.31	10.02
44,459.00	13,115.00	22,347.00	21,920.00	33,755.44	8,689.01	212,093.99	.37
490,348.02	292,149.39	356,426.27	224,039.96	305,825.24	337,143.55	3,508,037.71	6.05
187.74	18.65	2,096.89	4,045.74	1,707.67	2,647.08	29,760.91	.05
3,468.46	2,403.48	2,896.74	2,068.58	3,548.18	3,606.40	34,806.46	.06
99,201.92	44,977.84	288,430.02	208,051.53	240,962.75	91,276.69	1,270,149.43	2.19
83,879.08	62,715.78	11,363.56	23,728.51	82,068.34	59,581.63	758,331.17	1.31
42.47	9.76	22.84	2.92	29.58	65.65	1,008.06	Nil
54,134.49	35,024.54	27,357.57	29,546.45	38,381.38	29,143.24	555,012.16	.96
635,613.00	511,006.39	379,877.93	501,903.07	786,241.00	450,502.08	7,548,987.47	13.00
82.94					690.27	773.21	Nil
54.93						2,016.10	Nil
46,566.43	3,582.86	12,211.32	12,620.95	12,253.24	4,903.05	178,553.15	.31
67.46		14.72				82.18	Nil
	1.78	28.97	67.56	16.52	191.63	458.11	Nil
77.65	58.01	69.52	81.04	65.38	20.00	1,385.98	Nil
						19.45	Nil
						45.55	Nil
732.67	15.61		.86	14.41	33.17	2,355.92	N"
	75.88	28.45		29.00		2,199.47	Nil
900.96	641.91	311.33	3,321.26	1,048.95	1,796.56	12,300.80	.02
2,237.30	567.43	2,454.24	1,446.98	2,203.55	1,226.46	19,180.27	.03
6,129.72	134.51	373.23	58.28	408.28	371.91	8,224.07	.01
203.01	128.55	79.85	20.00	643.98	170.04	20.00	Nil
1,729.00	28.44	117.35	107.40	643.98	170.04	3,334.86	.01
			89.49	148.55		3,808.18	.01
			108.76	20.40	12.43	862.86	Nil
1.00	34.29	136.50	24.24	32.90	92.61	443.14	Nil
11,074.57	8,947.79	26,830.70	186.68	2,549.74	215.12	108,783.06	.19
		4.44				73.02	Nil
						3.35	Nil
	4.25	82.15	41.33	1,065.58	19.08	2,065.54	Nil
14.72	10.70		19.96	69.95	48.00	4,086.73	.01
3,925.06							
27,416.16	84,677.02	95,854.17	43,450.33	35,768.05	38,245.64	470,794.73	.81
33,377.48	5,273.26	5,215.26	5,427.52	10,336.51	12,273.74	149,115.98	.26
2,751,228.19	3,305,632.93	3,244,732.67	3,360,034.91	4,562,630.22	4,028,143.83	37,333,015.46	64.33
5,432,153.24	4,777,620.65	4,912,101.36	4,847,926.63	6,550,450.02	5,538,548.91	58,037,155.84	
9.36	8.24	8.47	8.35	11.30	9.64	100.00	100.00



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$7,148.55	\$488.34	\$265.36	\$188.39	\$442.78	\$1,045.09
Commerce.....	4,088.98	1,239.66	29,260.90	4,271.87	4,300.33	5,717.46
Interior.....	296.81	874.45	229.75	311.67	513.66	1,252.80
Justice.....						
Labor.....	34.89					56.94
Navy.....	2,942.50	48.19	25.37			
Post Office.....						
State.....						
Treasury.....	2,046.26	1,096.05	2,850.23	861.99	3,041.25	24,219.02
War.....	9,545.00	28,239.00	27,636.00	177,179.00	271,852.00	77,371.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....				9.40		
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Cor- poration.....		449.36				
International Boundary Commission, United States and Mexico.....						369.79
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	3,988.00					870.00
National Advisory Com- mittee for Aeronautics.....						
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....						
Panama Canal.....	6,513.00			23,469.00		106.20
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....	60.60	274.00	587.21	340.00		
Veterans' Administration.....						
Works Progress Admin- istration.....	22,202.65	16,471.50	15,957.94	8,840.30	4,357.00	4,679.00
Total.....	58,867.24	49,180.55	76,842.76	215,471.62	284,507.02	115,687.30
Percent of grand total.....	3.18	2.66	4.15	11.62	15.36	5.25

## CONCENTRATION OF ECONOMIC POWER

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Class No. 9

[illegible]

*Boilers and engines (boat, power); and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$1, 134. 14	\$11, 045. 33	\$579. 01	\$1, 538. 92	\$238. 22	\$1, 094. 62
Commerce.....	4, 899. 44	6, 689. 06	3, 909. 03	2, 718. 06	11, 598. 96	4, 509. 76
Interior.....	4, 829. 39	5, 376. 67	994. 14	1, 338. 96	140. 72	289. 37
Justice.....						
Labor.....	1. 12					
Navy.....	9, 605. 34	92, 860. 00	13, 607. 00	28, 284. 59	34, 869. 86	65, 278. 55
Post Office.....						
State.....						
Treasury.....	1, 110. 33	1, 509. 08	5, 405. 45	914. 14	5, 570. 20	489. 97
War.....	114, 290. 00	18, 365. 00	57, 203. 00	21, 951. 00	21, 767. 00	22, 201. 00
Independent offices and establishments:						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....						
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....	1, 205. 74	20, 743. 69	8, 793. 84	3, 209. 94	1, 958. 33	4, 109. 03
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	434. 77	24, 482. 83				
National Advisory Committee for Aeronautics.....					540. 62	
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....						
Panama Canal.....	4, 040. 03	8, 032. 33	1, 647. 50	2, 213. 38	2, 651. 64	2, 022. 94
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....			258. 00			178. 89
Veterans' Administration.....			76. 30	. 89	8. 16	15. 68
Works Progress Administration.....	2, 081. 50	398. 39	2, 417. 40	474. 98	41. 49	1, 783. 16
Total.....	143, 631. 80	189, 502. 38	94, 890. 67	62, 644. 86	79, 385. 20	101, 972. 97
Percent of grand total.....	7. 88	10. 41	5. 22	3. 44	4. 36	5. 60

[illegible]



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$76,029.04	\$5,378.75	\$15,556.52	\$15,025.21	\$12,910.83	\$26,483.13
Commerce.....	1,216.80	3,722.87	928.89	1,240.48	2,184.25	3,237.31
Interior.....	9,129.70	24,045.46	28,513.30	128,339.90	33,599.50	13,061.28
Justice.....						
Labor.....	78.95		1.04	57.40	5.93	11.03
Navy.....	57,454.46	334,945.70	32,732.92	77,056.79	69,985.02	19,607.75
Post Office.....						
State.....						
Treasury.....	1,948.67	1,908.70	1,406.81	2,504.98	6,793.00	2,983.42
War.....	126,764.00	26,305.00	44,209.00	49,315.00	56,942.00	54,532.00
Independent offices and establishments:						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....		50.96		195.14	22.25	442.25
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....	405.81	887.48	952.09	130.94	1,186.27	1,342.56
International Boundary Commission, United States and Mexico.....	73.84	31.42	186.29			
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	162.85	665.40	644.96	3,050.65	417.00	697.42
National Advisory Committee for Aeronautics.....	349.34	281.16		139.76	433.00	40.75
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....						
Panama Canal.....	596.22	1,597.24	3,764.64	171.97	572.76	
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....	3,834.93	383.39	1,605.08	5,065.80	1,210.60	9,956.47
Veterans' Administration.....			267.72	1,097.40	1,439.39	146.96
Works Progress Administration.....	22,626.44	28,214.19	15,793.83	33,271.69	7,917.25	49,355.53
Total.....	300,671.05	428,417.72	146,563.09	316,663.11	195,619.05	181,897.86
Percent of grand total.....	7.70	10.98	3.76	8.12	5.02	4.65

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Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$62,035.96	\$33,549.79	\$18,718.11	\$5,736.38	\$3,590.50	\$14,959.81	\$289,974.03	7.43
9,546.00	2,367.00	2,030.00	3,490.00	2,773.46	2,558.28	35,295.34	.91
15,061.91	15,573.61	8,232.42	27,147.59	15,697.67	13,284.21	331,686.55	8.49
270.11	121.51	21.81				567.78	.02
122,229.05	37,603.50	181,946.46	373,035.83	388,317.59	81,800.54	1,776,715.61	45.63
	1,791.75	5,402.16	2,121.30	3,800.47	2,122.60	40,930.98	1.05
8,147.12	89,524.21	59,235.26	55,507.80	291,449.00	46,775.00	963,190.27	24.70
62,632.00							
54.60	34.81	418.61	479.45	551.10	1,192.32	3,441.49	.09
943.60	150.52	5,480.08	2,385.52	937.27	79.98	14,882.12	.38
	24.50			32.18		348.23	.01
1,648.00	1,571.80	810.05	875.60	731.73	835.67	12,111.13	.31
	10.00	35.31	31.63	15.89		1,336.84	.03
1,502.00		636.00	977.16			9,817.99	.25
			9.00			9.00	Nil
5,054.13	18,499.75	20,203.30	5,991.23	3,419.70	9,145.68	84,370.06	2.16
548.05	441.59	369.82	715.68	750.48	891.04	6,668.13	.17
31,812.65	31,209.17	24,416.55	24,755.31	31,078.73	30,049.85	330,501.19	8.47
321,485.18	232,473.51	327,955.94	503,259.48	743,145.77	203,694.98	3,901,846.74	
8.24	5.95	8.40	12.90	19.06	5.22	100.00	100.00

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$1,816.39	\$339.62	\$1,355.01	\$219.64	\$258.36	\$725.78
Commerce.....	3,232.37	1,453.34	3,399.24	2,098.61	20,961.66	8,761.97
Interior.....		11.21	3,025.58	5.25	725.46	405.01
Justice.....						
Labor.....	1.34	20.57	28.55	9.33	69.70	43.36
Navy.....	25,809.50	30,020.60	8,102.60	13,926.47	3,574.00	36,654.94
Post Office.....						
State.....						
Treasury.....	17,592.47	39,529.47	21,046.99	34,981.65	48,139.79	40,696.24
War.....	37,377.00	26,637.00	36,479.00	20,891.00	19,060.00	16,182.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....				4.20	19.80	272.56
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....				295.52		
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Cor- poration.....	590.79	270.75	5,363.74	664.96	118.73	4,025.27
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	835.86	367.08	166.04			190.01
National Advisory Com- mittee for Aeronautics.....						
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....						
Panama Canal.....	667.95	1,166.80	1,326.20	115.43	510.75	732.81
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....				.44		
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....		4,581.34	121.87	308.66	371.96	
Veterans' Administration.....					2.05	
Works Progress Admin- istration.....	133.90	119.83	711.44	718.42	118.90	112.86
Total.....	88,057.57	104,517.61	81,126.26	74,239.58	93,931.16	108,802.81
Percent of grand total.....	6.50	7.71	5.98	5.47	6.93	8.02

*ittings—Class No. 12*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$1,010.89	\$213.32	\$250.53	\$688.68	\$67.48	\$456.43	\$7,402.13	0.55
12,538.00	4,482.00	1,171.00	1,519.00	3,245.24	1,152.69	64,015.12	4.72
291.59	137.32	26.05	73.12	189.89	29.73	4,920.21	.36
28.19	4.17	304.42	49.85	619.08	.90	1,179.46	.09
45,464.51	51,671.90	29,475.64	15,104.89	193,857.64	40,281.30	496,943.99	36.65
67,093.19	34,284.78	34,467.20	34,375.06	33,645.13	33,524.40	439,377.37	32.42
21,892.00	32,086.29	19,110.36	18,419.03	15,280.00	10,199.00	273,612.68	20.19
		187.75	50.00	2.50	2.03	538.84	.04
						295.52	.02
1,177.27	731.89	807.54	1,109.27	1,365.68	594.52	16,820.41	1.24
				34.33		34.33	Nil
			2,853.24	1,317.80		5,730.03	.42
521.81	49.64	81.57	116.25	93.51	93.13	5,475.85	.40
						.44	Nil
245.42	156.28	136.79	10.08	27,658.30	2,281.59	35,872.29	2.65
	12.91	.88		12.74	23.45	52.03	Nil
37.20	415.30	81.88	219.58	117.20	661.86	3,448.67	.25
150,300.07	127,245.80	86,101.61	74,589.35	277,506.52	89,301.03	1,355,719.37	
11.08	9.40	6.35	5.50	20.47	6.59	100.00	100.00



*Engineroom and fireroom fittings,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$341.11	\$511.15	\$632.64	\$632.17	\$302.70	\$207.65
Commerce.....	2,421.06	2,638.37	1,753.51	2,528.62	2,460.77	2,019.97
Interior.....	1,278.68	801.97	5,664.93	1,252.85	7,408.14	1,315.94
Justice.....						
Labor.....		51.56	7.16	.53		5.00
Navy.....	6,401.86	12,345.11	962.78	1,530.20	6,887.26	17,071.79
Post Office.....	.32	4.43	.80	1.02	.96	4.36
State.....						
Treasury.....	1,682.47	1,801.56	601.76	1,235.57	1,619.68	1,172.11
War.....	13,099.00	10,064.00	24,619.00	7,351.00	10,047.00	11,328.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....				98.56	8.03	3.72
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....					3.48	3.48
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Cor- poration.....	318.46	251.03	511.59	80.85		253.80
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						11.08
Library of Congress.....						
Maritime Commission.....	4,061.41	1,869.58	3,838.00	3,628.66	3,097.33	2,485.90
National Advisory Com- mittee for Aeronautics.....	15.98	32.67		1.34		
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....						19.80
Panama Canal.....	296.57	180.10	172.11	152.64	150.50	145.01
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	140.93		11.25			
Social Security Board.....						2.30
Tariff Commission.....						
Tennessee Valley Au- thority.....		707.50			2,012.47	
Veterans' Administration.....			239.60	178.87	1,051.21	224.68
Works Progress Admin- istration.....	36.65	32.64	19.45	11.07	2.37	108.23
Total.....	30,094.50	31,091.61	39,034.58	18,683.95	35,051.90	36,382.82
Percent of grand total.....	6.68	6.90	8.67	4.15	7.78	8.07

## CONCENTRATION OF ECONOMIC POWER

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*supplies, and tools—Class No. 13*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$6,456.96	\$129.81	\$172.85	\$838.38	\$259.31	\$498.52	\$10,983.25	2.44
2,400.00	1,397.00	1,682.00	2,360.00	1,603.04	5,078.34	28,342.68	6.29
2,156.66	2,827.41	1,033.62	525.70	3,124.22	1,593.76	28,983.88	6.44
	.60		5.19		13.56	83.60	.02
9,292.90	1,075.46	75,728.20	9,992.40	26,843.38	14,832.10	182,763.44	40.55
2.30	247.12	.81	2.23	34.23		298.58	.07
1,526.60	904.33	1,561.24	946.15	1,206.24	815.54	15,073.05	3.34
11,011.00	9,543.24	8,154.54	6,691.65	15,370.00	6,224.00	133,502.43	29.65
				1.22		1.22	Nil
74.51			4.62	21.40	230.90	441.71	.10
						6.96	Nil
	121.14	115.00	344.80	4.70		2,001.37	.45
						11.08	Nil
2,872.72	3,206.12	1,874.80	1,707.93	2,092.26	2,382.09	33,116.74	7.35
				1,163.00		1,212.99	.27
370.24	403.60	25.00				818.64	.18
124.85	126.19	129.14	127.51	124.83	127.44	1,856.89	.41
43.70		4.45		18.51		218.84	.05
						2.30	Nil
438.11	298.62	796.20	115.10	10.29	6.64	2,851.91	.63
			450.43	561.51	665.88	4,905.11	1.09
134.48	41.37	96.63	19.57	9.00	2,517.31	3,028.77	.67
36,905.03	20,322.01	91,374.48	24,131.66	52,447.05	34,985.88	450,505.47	
8.21	4.51	20.28	5.35	11.64	7.76	100.00	100.00

*Oils (illuminating and lubricating),*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$39,579.15	\$58,312.74	\$43,904.52	\$62,950.65	\$62,293.02	\$73,896.30
Commerce.....	8,024.40	8,854.09	4,305.30	5,993.51	6,234.52	8,184.22
Interior.....	32,632.95	25,929.78	24,416.56	44,658.82	32,411.52	40,500.09
Justice.....						
Labor.....	211.28	447.12	413.90	375.30	523.47	480.33
Navy.....	174,213.47	237,386.38	16,784.65	39,186.36	34,021.17	161,076.17
Post Office.....	24,535.69	1,849.84	735.17	421.46	272.32	707.05
State.....						
Treasury.....	3,664.52	8,086.54	7,208.88	6,121.58	7,890.47	8,028.49
War.....	44,573.00	71,833.00	67,919.00	97,225.00	115,168.00	119,738.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						.52
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	850.30	1,043.13	819.43	1,894.26	2,824.95	2,288.85
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Ad- ministration.....	7.19	395.60	4.09		12.06	.90
Federal Power Commis- sion.....						
Federal Reserve Board.....			12.80	9.61		
Federal Trade Commis- sion.....	.30					
General Accounting Office.....	4.15	1.60			5.08	2.00
Government Printing Office.....						
Home Owners' Loan Corporation.....		.70		36.91	3.06	3.88
Inland Waterways Cor- poration.....	2,195.63	884.09	579.57	5,087.84	998.41	1,422.85
International Boundary Commission, United States and Mexico.....	377.81	574.23	500.27	985.23	658.57	577.93
Interstate Commerce Commission.....	18.95	36.72	57.74	92.37	45.07	48.84
Library of Congress.....						
Maritime Commission.....	1,411.48	1,508.96	1,704.36	1,626.74	689.35	1,231.20
National Advisory Com- mittee for Aeronautics.....	24.65	35.93			17.20	14.40
National Archives.....		7.10				1.89
National Labor Rela- tions Board.....						
National Training School for Boys.....	7.00	15.00	10.00	34.00	2.38	9.00
Panama Canal.....	12,155.92	10,076.30	1,195.20	698.02	4,141.23	1,923.94
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....	4.13			2.80		
Securities and Exchange Commission.....				.25		
Smithsonian Institution.....	8.40	29.59	24.61	52.68	9.08	3.62
Social Security Board.....			15.36			
Tariff Commission.....						
Tennessee Valley Au- thority.....	4,818.61	265.78	158.26	9,651.61	9,479.89	4,698.03
Veterans' Administration.....	2,558.96	3,007.91	2,366.50	3,082.17	3,405.57	2,998.84
Works Progress Admin- istration.....	24,940.37	53,936.66	23,933.33	26,047.67	13,395.69	46,488.23
Total.....	376,818.31	484,518.79	197,069.50	306,234.84	294,502.08	474,325.57
Percent of grand total.....	7.82	10.08	4.10	6.37	6.13	9.86

greases, and all lubricants—Class No. 14

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$107,332.30	\$37,152.25	\$47,113.70	\$42,006.38	\$46,483.10	\$54,110.38	\$675,134.49	14.08
7,329.00	4,482.00	5,600.00	5,981.00	6,833.12	5,519.78	77,340.94	1.61
33,668.21	25,739.63	19,690.75	28,047.58	57,646.32	31,043.82	396,386.03	8.25
479.91	253.34	423.93	475.52	404.27	556.50	5,044.87	.10
51,287.99	162,730.11	179,865.11	170,199.70	194,818.40	184,262.54	1,605,832.05	33.37
701.71	24,542.26	823.95	279.93	653.34	594.93	56,117.65	1.17
8,529.81	52,256.97	5,706.59	7,307.38	6,738.13	8,192.16	129,731.52	2.70
147,223.00	72,118.36	55,289.74	82,120.26	70,416.00	68,059.14	1,011,682.50	21.05
						.52	Nil
914.92	2,168.82	2,992.56	522.79	2,150.87	1,272.55	19,743.43	.41
		.11			1.80	1.91	Nil
6.75				.08	.17	426.84	.01
				6.43		28.84	Nil
					1.77	2.07	Nil
5.18	.70	16.70		60.88	5.67	101.96	Nil
12.47				23.38		80.40	Nil
1,139.86	2,556.28	1,959.40	2,322.44	4,406.92	1,046.14	24,599.43	.51
1,550.69	448.84	407.41	433.06	904.92	1,150.28	8,569.24	.18
32.64	65.07	51.63	95.63	100.61	138.70	783.97	.02
1,845.95	2,185.00	2,364.25	875.20	507.39	558.27	16,508.15	.34
79.45	43.40	6.53		21.25	24.00	266.81	.01
	2.65			2.09		13.73	Nil
35.16	16.72	14.57	1.48	17.71		163.02	Nil
1,473.18	1,204.64	6,304.51	4,553.83	3,901.92	3,502.48	51,131.17	1.07
						6.93	Nil
				2.00		2.25	Nil
3.64			.75	46.56	15.50	194.43	Nil
.36			1.34		2.53	19.59	Nil
4,948.76	6,106.54	10,058.91	10,794.77	10,358.53	8,386.92	79,726.61	1.66
3,510.85	3,289.83	3,382.02	3,677.83	4,078.03	2,867.96	38,226.47	.80
36,131.03	50,841.65	150,225.81	72,313.94	56,183.64	53,649.11	608,087.13	12.66
408,242.82	448,205.06	492,298.18	432,010.81	466,765.89	424,963.10	4,805,954.95	100.00
8.51	9.33	10.24	8.99	9.71	8.85	100.00	



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$7,239.38	\$7,288.69	\$16,222.64	\$17,239.44	\$18,639.58	\$52,179.63
Commerce.....	1,753.67	2,157.19	1,992.75	4,022.18	1,962.84	7,902.35
Interior.....	17,036.78	34,116.39	10,851.72	14,519.98	11,009.13	19,181.68
Justice.....						
Labor.....	17	34.40	81.93	67.47	27.92	2.32
Navy.....	66,223.59	10,233.76	81,812.42	128,174.41	158,849.93	62,560.69
Post Office.....						
State.....						
Treasury.....	1,140.40	1,405.25	846.07	5,114.65	6,214.64	553.80
War.....	54,704.00	76,161.00	366,587.00	57,811.00	170,568.00	41,423.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	906.97	465.84	518.89	2,287.52	1,539.07	649.49
Export-Import Bank.....						
Farm Credit Adminis- tration.....			.72		1.68	
Federal Communications Commission.....						
Federal Housing Admin- istration.....		55.55	75.40	472.80	102.55	70.80
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....		.50		5.17	39.20	
Inland Waterways Cor- poration.....	298.93	327.10	372.26	288.98	41.50	53.57
International Boundary Commission, United States and Mexico.....	46.98	3.65		19.48	5.67	31.55
Interstate Commerce Commission.....	1.17	1.15				
Library of Congress.....						
Maritime Commission.....	66.48	98.70	113.85	169.04	389.71	115.82
National Advisory Com- mittee for Aeronautics.....	122.23	61.90		579.71		
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....				8.00	383.38	2.40
Panama Canal.....	4,229.31	17,514.54	9,577.87	1,559.20	6,523.08	3,206.07
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....				8.05		
Securities and Exchange Commission.....			7.00			
Smithsonian Institution.....		3.00	21.25	10.80	162.50	
Social Security Board.....	321.00			21.80	125.25	189.09
Tariff Commission.....						
Tennessee Valley Au- thority.....	53,207.37	142,306.45	34,939.28	44,934.75	14,241.09	6,910.53
Veterans' Administration.....			2,196.21	623.36	1,372.65	2,521.69
Works Progress Admin- istration.....	26,064.90	39,755.42	23,980.30	51,736.02	7,552.01	34,765.19
Total.....	233,381.05	331,990.48	550,197.56	329,673.81	399,751.38	232,319.67
Percent of grand total.....	4.08	5.80	9.61	5.75	6.98	4.06

(insulated)—Class No. 15

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$57,904.84	\$7,954.34	\$17,536.59	\$11,421.86	\$16,310.95	\$23,267.81	\$253,205.75	4.42
14,537.00	2,225.00	3,475.00	4,732.00	3,306.85	1,091.63	49,158.51	.86
36,203.71	16,107.88	14,368.29	34,981.75	13,907.11	19,207.70	241,492.12	4.22
22.76	18.03	103.72	8.50	15.56	11.13	411.63	.01
506,341.94	36,101.84	32,521.75	204,370.40	79,317.84	938,854.50	2,305,363.07	40.18
13.56			4.50			18.08	Nil
8,515.64	166,483.70	4,179.35	78,510.63	3,819.88	2,449.53	279,233.54	4.88
96,880.00	39,891.25	15,241.87	37,916.62	186,776.00	52,180.00	1,196,139.74	20.91
1,256.59	2,426.10	1,230.09	1,519.34	995.80	1,027.14	14,822.84	.26
						2.40	Nil
			320.15	2.00		322.15	.01
19.90	39.30	46.16	53.02	1.84		937.32	.02
	6.51		3.00	8.00		17.51	Nil
	4.19		3.00			52.06	Nil
		101.40	238.2	47.37	89.95	1,644.88	.03
39.45		16.03		23.72	189.95	376.48	.01
						2.32	Nil
375.05	43.50	51.05	125.10	105.00	30.00	1,683.30	.03
82.92	1,775.31	124.51	928.09			3,674.67	.06
	31.09	11.42	3.96			440.25	.01
2,416.79	4,011.64	2,877.89	7,315.95	3,456.99	4,516.58	67,205.71	1.18
33.95						33.95	Nil
9.00						17.05	Nil
8.10	6.30					21.40	Nil
	168.91	208.00	50.43	197.97	108.38	931.24	.02
187.00	114.25	2.55	4.36			965.30	.02
285,741.12	14,480.83	65,663.77	213,125.62	46,589.49	30,175.18	952,315.48	16.65
673.25	310.28	1,139.58	122.40	567.19	1,622.91	11,149.52	.20
28,088.01	45,091.68	19,998.03	13,202.41	33,318.42	20,778.03	344,330.42	6.02
1,039,350.60	337,291.93	178,896.85	608,746.91	388,767.98	1,095,600.47	5,725,968.69	
18.15	5.89	3.12	10.63	6.80	19.13	100.00	100.00

*Radio and sound-signal apparatus and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$5,455.39	\$3,877.95	\$3,375.60	\$11,200.38	\$11,708.77	\$8,670.84
Commerce.....	267,777.51	22,003.16	21,622.85	45,909.15	34,907.61	259,141.76
Interior.....	1,321.67	1,425.80	962.42	3,699.35	3,463.64	3,474.98
Justice.....						
Labor.....	230.60	119.65	361.36	392.59	1,103.85	1,818.26
Navy.....	1,599,342.25	94,919.68	651,926.47	282,379.46	18,185.19	667,849.49
Post Office.....						
State.....						
Treasury.....	1,217.25	18,035.63	2,030.86	7,901.15	12,559.51	2,597.06
War.....	404,764.00	267,167.00	96,701.00	102,420.00	349,264.00	629,455.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	18.45	285.79		60.65	22.70	24.65
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....		772.29	729.27	41.31	6,000.58	1,766.99
Federal Housing Administration.....				5.49	11.16	
Federal Power Commission.....				136.00		
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....	220.00	153.35	119.60	91.09	349.51	1,230.62
International Boundary Commission, United States and Mexico.....		24.00				
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	15.60	152.50		67.80	15.20	
National Advisory Committee for Aeronautics.....		85.64	102.43	27.97		248.35
National Archives.....			40.40		244.10	12.50
National Labor Relations Board.....						
National Training School for Boys.....	9.00				23.00	
Panama Canal.....	1,882.94	1,008.88	1,597.15	934.15	760.03	435.27
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....		643.25	417.31		221.02	894.48
Veterans' Administration.....			213.30	408.15	268.85	491.11
Works Progress Administration.....	64.73	1,011.94	439.00	1,476.55	118.45	962.15
<b>Total.....</b>	<b>2,282,319.39</b>	<b>411,686.51</b>	<b>780,639.02</b>	<b>457,451.24</b>	<b>439,227.17</b>	<b>1,579,073.41</b>
<b>Percent of grand total.....</b>	<b>15.23</b>	<b>2.74</b>	<b>5.22</b>	<b>3.05</b>	<b>2.93</b>	<b>10.53</b>

accessories, outfits, and parts—Class No. 16

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$39,568.61	\$21,126.72	\$7,796.54	\$8,876.64	\$4,500.10	\$9,099.71	\$135,257.25	0.90
76,991.00	39,333.00	166,527.00	55,783.00	15,498.50	13,168.50	1,018,663.04	6.79
9,314.88	7,838.06	2,188.70	2,745.85	4,320.90	4,501.55	45,257.80	.30
3,536.35	406.56	623.32	673.95	262.16	669.55	10,198.20	.07
661,056.19	153,056.15	292,201.15	514,608.74	805,609.58	503,915.68	6,245,050.03	41.66
157,048.14	638.90	6,208.23	262,921.10	1,755.90	596.50	473,510.23	3.16
669,527.00	18,708.68	28,481.97	439,169.78	3,116,366.00	808,618.00	6,930,642.43	46.25
572.62	41.34	472.48	27.32	700.62	1,518.45	3,745.07	.02
8,800.71	997.49	726.42	369.60	58.21	78.63	20,341.40	.14
				4.91	3.80	25.36	Nil
						136.00	Nil
				32.86		32.86	Nil
450.56	2,674.25	256.91	2,367.86	4,764.15	325.31	13,303.21	.09
						24.00	Nil
		8,850.00		43.75	748.48	9,893.33	.07
124.47	729.41	137.81	73.16	57.61		1,586.85	.01
1,579.50						1,876.50	.01
8.75		23.37	70.64			134.76	Nil
1,457.70	619.85	882.07	860.32	314.49	262.76	11,015.61	.07
445.00						445.00	Nil
				61.47		61.47	Nil
1,413.45	784.97	32,043.41	14,138.43	104.27	1,068.26	51,728.85	.35
254.47	118.82	198.66	29.39	857.34	564.96	3,405.05	.02
3,014.98	1,881.93	3,795.85	340.33	106.57	827.21	14,039.69	.09
1,635,164.38	248,956.13	551,413.89	1,303,056.11	3,955,419.39	1,345,967.35	14,990,373.99	100.00
10.90	1.66	3.68	8.70	26.38	8.98	100.00	



*Electric apparatus and all accessories,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$38,698.13	\$121,443.57	\$33,540.93	\$50,705.22	\$60,356.11	\$81,845.18
Commerce.....	30,294.10	36,193.34	35,728.57	39,997.09	61,026.37	28,569.71
Interior.....	84,170.80	75,003.91	45,662.79	57,483.26	79,979.95	61,600.57
Justice.....						
Labor.....	408.64	2,325.98	1,580.97	493.99	559.62	455.85
Navy.....	168,047.50	299,308.84	2,631,157.85	1,579,807.16	542,381.84	492,925.91
Post Office.....	4,714.68	3,827.68	2,896.00	3,247.56	8,344.43	4,407.06
State.....						
Treasury.....	22,601.44	34,913.08	53,392.00	48,709.05	47,186.99	39,214.00
War.....	178,319.00	352,985.00	279,174.00	403,267.00	278,672.00	266,203.00
<b>Independent offices and establishments:</b>						
Alley Dwelling authority.....		12.00	4.00	.95		1.46
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....	2.15			.72		
Commodity Credit Corporation.....						
District of Columbia Government.....	3,309.34	5,340.07	3,967.74	7,944.99	13,396.15	10,551.49
Export-Import Bank.....						
Farm Credit Administration.....	97.93	82.52	15.75	94.12	2,384.68	437.15
Federal Communications Commission.....	41.56	80.72	713.99	7.40	109.90	52.08
Federal Housing Administration.....	585.72	1,460.13	214.77	634.98	1,033.64	2,473.11
Federal Power Commission.....	42.58	12.57	506.53	41.16	95.30	5.85
Federal Reserve Board.....	26.76	801.22	221.23	9.05	392.61	21.74
Federal Trade Commission.....		25.80	1,884.23			1,783.02
General Accounting Office.....	82.20	50.04	5.86	499.54	137.66	42.59
Government Printing Office.....						
Home Owners' Loan Corporation.....		327.10	257.26	280.49	292.54	325.78
Inland Waterways Corporation.....	403.91	795.77	1,856.02	814.74	1,378.38	632.95
International Boundary Commission, United States and Mexico.....	111.89	958.91	184.53	73.22	262.26	204.16
Interstate Commerce Commission.....	57.97		1.53	115.15	254.06	774.10
Library of Congress.....					3.65	4.87
Maritime Commission.....	2,149.50	1,066.16	1,854.09	2,665.26	1,517.21	2,245.08
National Advisory Committee for Aeronautics.....	767.46	1,909.46	1,737.88	1,029.87	379.41	1,558.21
National Archives.....	159.43	.48	168.74	35.94		1.43
National Labor Relations Board.....						
National Training School for Boys.....	19.00	45.00	6.00	153.20	119.64	80.37
Panama Canal.....	16,359.37	26,216.26	38,623.45	20,005.72	12,215.81	20,101.80
Reconstruction Finance Corporation.....	67.69	19.72	12.87	18.05	111.91	56.22
Rural Electrification Administration.....	374.07	.65	11.86	4.80	41.24	39.77
Securities and Exchange Commission.....	206.00	338.84	197.10	1,376.66	2,703.23	44.99
Smithsonian Institution.....	189.29	484.57	258.27	63.14	646.21	217.31
Social Security Board.....	456.87	1,938.47	1,343.05	1,451.76	11,661.68	2,805.01
Tariff Commission.....				13.11	3.99	
Tennessee Valley Authority.....	107,969.96	287,056.21	340,937.94	115,310.60	67,288.70	103,054.58
Veterans' Administration.....			8,540.17	6,632.34	7,775.12	12,168.54
Works Progress Administration.....	43,090.25	60,382.41	48,424.81	80,111.90	21,106.95	58,248.98
Total.....	708,855.19	1,315,407.38	3,535,082.78	2,423,129.19	1,223,819.24	1,193,156.52
Percent of grand total.....	2.46	4.87	12.26	8.42	4.25	4.14

outfits, and parts—Class No. 17

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$176,685.62	\$43,977.08	\$44,141.89	\$32,738.77	\$40,852.63	\$43,295.51	\$768,280.64	2.67
120,310.00	32,689.00	79,847.00	19,135.00	37,550.51	16,640.70	537,981.39	1.87
179,675.21	604,383.48	133,561.35	2,989,387.46	133,571.74	2,380,266.58	6,824,747.10	23.68
1,680.55	734.74	1,870.37	130.79	1,071.91	799.62	12,113.13	.04
759,702.78	914,014.21	354,735.22	721,955.19	282,658.33	356,059.26	9,102,754.08	31.63
33,107.38	14,943.27	22,970.51	12,000.73	3,553.11	3,466.27	117,478.58	.41
74,326.86	36,391.20	30,532.13	31,120.07	33,407.58	34,147.11	485,762.11	1.69
947,604.00	216,256.99	235,018.20	265,604.47	255,373.00	290,406.10	3,968,882.76	13.78
	49.00		4.43			71.84	Nil
		936.50				939.37	Nil
33,119.03	2,567.97	3,275.22	4,685.02	5,742.24	4,709.85	103,609.11	.36
606.16	32.22	23.19	114.14	33.72	154.93	4,076.51	.01
52.73	186.50	38.88	18.72	305.29	38.99	1,646.76	.01
89.09	1,280.61	1,536.34	1,792.06	87.50	243.06	11,431.01	.04
13.86	269.77	95.73	52.64	56.52	18.44	1,210.95	Nil
695.04	151.75	106.89	221.22	148.21	135.28	2,931.00	.01
1,227.00	59.96	16.75		616.84	.26	5,613.86	.02
1,383.18	130.45	419.41	98.23	131.79	112.19	3,093.14	.01
1,148.27	244.92	136.28	92.42	117.73	206.45	3,429.24	.01
530.03	1,036.11	491.06	967.01	901.56	261.33	10,068.87	.04
136.26	327.94	329.03	673.41	164.12	229.46	3,655.19	.01
32.73	40.67	386.08	12.45	16.15	60.75	1,751.64	.01
17.13		14.00				39.65	Nil
3,100.76	1,520.45	3,677.30	340.00	7,994.05	3,358.33	31,488.19	.11
3,434.10	791.65	1,279.01	1,218.47	287.51	575.61	14,968.64	.05
380.24		32.00	73.43	54.54		936.23	Nil
6,553.42	76.16	296.74	44.51	30.65	75.78	947.05	Nil
	16,030.81	26,787.31	22,573.17	41,626.70	29,302.97	276,396.79	.96
485.31	248.31	212.10	41.60	28.02	28.53	1,332.33	Nil
1,276.29	1,294.28	129.60	324.18	201.17	153.29	5,851.20	.01
		410.80	299.69	289.85	316.06	6,183.22	.02
421.74	475.68	1,876.17	271.56	82.95	72.83	5,059.72	.02
7,770.84	1,311.65	1,703.22	439.79	1,027.80	415.15	32,356.29	.11
46.62	96.00				48.95	208.67	Nil
857,651.68	720,762.34	1,954,288.87	191,835.23	164,818.93	639,529.51	5,550,504.55	19.26
7,291.45	5,955.32	13,942.84	6,759.66	9,508.66	9,976.09	88,550.19	.31
90,634.21	138,774.42	67,136.81	58,129.00	61,043.34	90,097.50	822,180.58	2.85
3,311,189.57	2,757,105.00	2,987,074.80	4,363,164.52	1,083,354.65	3,905,202.74	28,806,531.58	100.00
11.49	9.56	10.38	15.15	3.76	13.56	100.00	

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$37,397.51	\$134,651.44	\$56,585.95	\$86,292.95	\$93,877.09	\$120,671.11
Commerce.....	7,848.39	3,840.80	8,057.78	9,694.33	17,511.35	26,179.18
Interior.....	18,173.52	27,185.60	16,588.39	26,685.70	21,599.96	30,464.00
Justice.....						
Labor.....	4,837.08	947.15	453.38	399.23	1,052.54	959.09
Navy.....	347,548.89	235,945.34	111,822.99	389,088.04	272,135.14	81,937.27
Post Office.....	274.87	146.35	227.68	214.77	521.04	311.13
State.....						
Treasury.....	15,860.87	22,955.22	23,651.23	20,159.82	28,508.30	24,001.82
War.....	118,662.00	82,711.00	101,190.00	148,576.00	70,848.00	71,415.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	4.00					18.13
American Battle Monuments Commission.....	3.25	5.72		155.23	203.99	1.18
Civilian Conservation Corps.....						
Civil Service Commission.....	938.34			7.70	465.30	62.76
Commodity Credit Corporation.....						
District of Columbia Government.....	1,932.90	1,492.35	2,402.85	1,949.65	1,137.21	4,164.74
Export-Import Bank.....						
Farm Credit Administration.....	115.91	149.71	21.14	125.12	132.15	477.48
Federal Communications Commission.....	13.90	266.62	92.16	157.74	133.54	309.22
Federal Housing Administration.....	481.41	2,017.80	2,367.24	841.74	10,500.97	1,795.43
Federal Power Commission.....		1,181.87	78.75	364.37	453.50	86.93
Federal Reserve Board.....		164.48	50.08	36.85	157.90	352.20
Federal Trade Commission.....	74.08	40.22	503.41		12.68	216.72
General Accounting Office.....	466.83	4.31	814.50	135.95	815.00	
Government Printing Office.....	1,031.40	1,349.13	965.48	3,103.86	981.03	64.95
Home Owners' Loan Corporation.....		1,338.89	552.40	167.33	534.75	781.26
Inland Waterways Corporation.....	13.20	3.00	2,365.85			10.35
International Boundary Commission, United States and Mexico.....	599.32	105.30	99.05	574.78	178.10	353.44
Interstate Commerce Commission.....	381.78	20.08	476.38	572.11	288.36	6,866.14
Library of Congress.....	32.05	570.64	589.02	680.06	761.01	1,165.77
Maritime Commission.....	352.71	581.63	2,273.11	360.94	292.60	181.32
National Advisory Committee for Aeronautics.....	2,241.70	828.58	5,957.21	2,327.77	1,923.46	3,493.99
National Archives.....	60.00	75.23	289.01	427.03	150.13	108.00
National Labor Relations Board.....						
National Training School for Boys.....				30.00	27.25	50.00
Panama Canal.....	1,587.38	1,711.72	976.39	3,074.98	4,186.22	1,400.69
Reconstruction Finance Corporation.....	1.95	5.74	1.20	4.87	20.42	9.26
Rural Electrification Administration.....	1,819.14	157.74	33.69	497.81	150.93	55.99
Securities and Exchange Commission.....	173.44	3,462.27	89.84	3,319.55	395.46	202.83
Smithsonian Institution.....	94.31	12.00	264.27	227.81	425.65	266.33
Social Security Board.....	2,826.03	738.30	2,726.83	1,022.16	2,202.88	
Tariff Commission.....			51.53	8.16	145.06	54.72
Tennessee Valley Authority.....	724.49	4,904.18	1,695.27	1,484.57	3,461.24	1,133.66
Veterans' Administration.....			506.42	1,948.05	913.05	1,743.54
Works Progress Administration.....	12,136.53	18,510.80	16,152.69	23,146.66	11,949.87	24,603.28
<b>Total.....</b>	<b>578,709.48</b>	<b>548,081.21</b>	<b>360,973.17</b>	<b>727,861.69</b>	<b>549,053.13</b>	<b>405,968.91</b>
<b>Percent of grand total.....</b>	<b>8.00</b>	<b>7.58</b>	<b>4.98</b>	<b>10.06</b>	<b>7.58</b>	<b>5.61</b>

## accessories, outfits, and parts—Class No. 18

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$267,379.81	\$57,109.62	\$42,805.91	\$51,988.35	\$67,233.55	\$87,034.98	\$1,103,028.27	15.25
97,595.00	3,642.00	18,558.00	97,743.00	13,807.65	14,550.70	319,028.18	4.40
71,560.68	22,786.68	16,065.12	20,557.80	42,022.82	21,320.39	335,000.66	4.63
3,089.77	453.73	331.35	568.93	518.72	896.05	14,507.02	.20
134,612.50	103,204.69	97,614.37	126,516.27	263,381.60	309,563.07	2,473,370.07	34.16
595.35	471.79	262.21	217.26	673.69	876.74	4,792.88	.07
60,477.00	22,148.30	14,792.46	15,107.24	18,111.08	66.65	77.15	Nil
167,156.00	131,101.46	103,996.01	179,251.17	653,490.00	10,580.52	276,353.86	3.79
					102,178.60	1,930,575.24	26.68
						22.13	Nil
2,324.82				1.92		2,696.11	.04
2,485.47	465.30	5.41	105.46	424.30	465.30	5,425.34	.07
14,575.14	88.56	10,671.88	1,740.46	2,221.48		29,297.52	.40
4,499.18	4,656.72	3,406.64	2,306.07	15,937.05		43,885.36	.61
283.96	137.78	58.25	235.08	256.64	139.17	2,132.39	.03
1,934.81	118.41	169.66	96.85	278.05	37.94	3,608.90	.05
900.96	2,571.07	3,085.04	3,599.02	2,797.18	1,248.16	32,206.02	.45
518.10	375.07	387.75	137.17	595.05	520.46	4,699.02	.06
210.58	1,624.03	44.72	202.98	188.67	43.94	3,076.43	.04
3,101.39	6.28	27.89		11.00	627.05	4,620.72	.06
1,891.78	697.36	6.86	392.66	1,403.90		6,629.15	.09
1,961.14	3,951.53	1,396.28	12,845.33	1,799.18	289.51	29,838.82	.41
1,335.33	211.44	210.44	781.89	576.96	115.44	6,613.13	.09
	10.33		7.50	107.02	144.67	2,661.92	.04
201.62	525.09	212.06	981.18	182.22	261.71	4,273.87	.06
557.79	473.00	32.85	37.40	1,972.35	1,771.64	13,449.88	.19
1,881.32	168.72	355.43	266.11	2,012.26	384.80	8,867.19	.12
228.90	163.78	170.85	840.00	3,373.15	619.42	9,438.41	.13
1,660.87	1,769.31	1,388.49	1,497.65	791.37	909.70	24,790.10	.34
3,328.40	364.40	163.96	437.24	124.04	447.09	5,974.53	.08
8.40	35.10	12.44	29.61	55.65	91.00	339.45	Nil
1,618.41	2,305.14	2,263.57	2,306.21	2,431.24	1,965.96	25,827.91	.36
11.16	86.04	1.50	27.08	50.48	4.32	224.02	Nil
309.63	1,129.47	815.14	336.48	2,807.28	410.24	8,523.54	.12
2,936.36	526.61	224.13	3,430.44	246.91	3,105.52	18,113.36	.25
576.35	132.42	115.56	116.18	82.75	76.01	2,389.64	.03
66,831.16	4,126.31	2,099.73	1,742.10	816.43	1,971.44	87,103.37	1.20
46.53	50.43	24.02		2.04	349.25	731.74	.01
7,468.90	4,595.41	18,762.44	12,877.51	5,137.37	5,590.43	67,835.47	.94
348.06	4,988.20	1,683.64	825.23	1,727.14	1,051.42	15,732.75	.22
26,760.16	40,927.62	35,446.63	26,501.52	39,297.28	38,063.09	313,496.43	4.33
953,250.79	418,199.10	377,688.19	566,752.43	1,146,947.47	607,772.38	7,241,257.95	-----
13.16	5.77	5.21	7.83	15.82	8.40	100.00	100.00



*Blocks; rigging; and all accessories,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$496.52	\$909.53	\$582.29	\$419.81	\$446.72	\$1,373.40
Commerce.....	53.40	1,402.37	552.80	729.25	58.28	460.31
Interior.....	2,704.15	2,336.64	407.53	923.65	305.00	108.67
Justice.....						
Labor.....						
Navy.....	240.47	2,492.00	1.20	2,607.50	4.00	14,714.21
Post Office.....						
State.....						
Treasury.....	83.54	521.74	3,246.90	2,142.22	2,539.52	216.28
War.....	3,400.00	2,257.00	3,899.00	2,515.00	3,146.00	1,967.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	49.80	155.25				
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....	39.47	122.29	58.94		13.86	18.20
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	491.50	406.85	1,281.56	1,262.53	1,005.74	1,008.27
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....						
Panama Canal.....	4,206.42	216.13	506.64	1,439.06	2,786.73	191.20
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....				3.60		
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....				219.26		219.50
Veterans' Administration.....			56.85	.56		33.85
Works Progress Administration.....	590.83	765.44	846.65	656.98	120.31	608.50
<b>Total.....</b>	<b>12,356.10</b>	<b>11,585.24</b>	<b>11,440.36</b>	<b>12,919.42</b>	<b>10,426.16</b>	<b>20,919.39</b>
<b>Percent of grand total.....</b>	<b>8.45</b>	<b>7.92</b>	<b>7.84</b>	<b>8.85</b>	<b>7.14</b>	<b>14.31</b>

*outfits, and parts—Class No. 19*

[illegible]

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$10. 00			\$6. 59		
Commerce.....		\$16. 14	\$22. 00			
Interior.....						\$687. 05
Justice.....						
Labor.....						
Navy.....	59, 233. 57	10, 273. 00	16, 960. 00	6, 069. 00	\$5, 010. 00	12, 742. 20
Post Office.....						
State.....						
Treasury.....	73. 50	17. 81			30, 158. 19	467. 61
War.....	3, 137. 00	336. 00	19. 00	159. 00	420. 00	436. 00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....						
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....						
Panama Canal.....						
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....						
Veterans' Administration.....						4. 00
Works Progress Administration.....						
<b>Total.....</b>	<b>62, 454. 07</b>	<b>10, 642. 95</b>	<b>17, 001. 00</b>	<b>6, 234. 59</b>	<b>35, 588. 19</b>	<b>14, 336. 86</b>
<b>Percent of grand total.....</b>	<b>14. 69</b>	<b>2. 52</b>	<b>4. 00</b>	<b>1. 47</b>	<b>8. 38</b>	<b>3. 37</b>

## CONCENTRATION OF ECONOMIC POWER

185

—Class No. 20

[illegible]



*Cordage: Hemp; jute; oakum; twine, including*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$3, 163. 02	\$4, 052. 38	\$3, 405. 22	\$3, 336. 17	\$15, 289. 40	\$6, 065. 31
Commerce.....	473. 28	2, 429. 60	1, 981. 16	1, 481. 00	768. 37	1, 622. 61
Interior.....	1, 552. 83	2, 236. 23	1, 620. 69	2, 837. 08	1, 770. 57	3, 942. 06
Justice.....						
Labor.....	64. 50	262. 35	265. 39	277. 80	71. 62	11. 06
Navy.....	31, 182. 93	12, 041. 64	73, 598. 26	3, 298. 28	3, 854. 76	44, 127. 25
Post Office.....		170. 50	1, 323. 37	15, 680. 65	4, 795. 15	13. 47
State.....						
Treasury.....	3, 038. 34	3, 713. 07	2, 187. 01	2, 141. 65	9, 541. 37	965. 78
War.....	56, 750. 00	17, 732. 00	18, 163. 00	17, 683. 00	20, 157. 00	24, 399. 00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....					1. 56	
Civilian Conservation Corps.....						
Civil Service Commis- sion.....	19. 50				34. 00	
Commodity Credit Cor- poration.....						
District of Columbia Government.....	696. 36	233. 52	234. 53	427. 00	779. 81	157. 57
Export-Import Bank.....						
Farm Credit Adminis- tration.....	18. 40	17. 20	21. 16	17. 57		91. 33
Federal Communications Commission.....	32. 00					13. 00
Federal Housing Admin- istration.....		289. 55			75. 00	
Federal Power Commis- sion.....		7. 68				
Federal Reserve Board.....	51. 00	14. 00			56. 00	
Federal Trade Commis- sion.....	200. 00	30. 00	330. 00		330. 00	310. 00
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....		62. 50		152. 80	13. 00	
Inland Waterways Cor- poration.....	7, 480. 44		15, 175. 66	6. 35		7, 643. 74
International Boundary Commission, United States and Mexico.....	7. 84	. 20		5. 00		
Interstate Commerce Commission.....		98. 00	13. 00		116. 48	
Library of Congress.....		133. 00				101. 92
Maritime Commission.....	3, 766. 42	195. 04	12. 12	61. 15		5, 666. 75
National Advisory Com- mittee for Aeronautics.....	15. 00					
National Archives.....		23. 04			13. 10	
National Labor Rela- tions Board.....						
National Training School for Boys.....	23. 00		4. 00		3. 00	
Panama Canal.....	6, 721. 21	736. 10	16, 263. 47	818. 99	4, 303. 37	427. 89
Reconstruction Finance Corporation.....						53. 20
Rural Electrification Ad- ministration.....		4. 47			17. 28	
Securities and Exchange Commission.....	35. 00					26. 00
Smithsonian Institution.....		5. 00	6. 28	8. 04	50. 25	24. 05
Social Security Board.....	21. 00	366. 18		75. 00	13. 10	
Tariff Commission.....		20. 10				
Tennessee Valley Au- thority.....	305. 76	7, 812. 57	4, 267. 23	15, 475. 47	7, 341. 76	1, 776. 69
Veterans' Administration Works Progress Admin- istration.....	5, 528. 66	7, 842. 46	142. 28	2, 646. 54	152. 49	223. 27
Total.....	121, 146. 47	60, 528. 38	146, 146. 46	75, 781. 66	73, 160. 88	108, 178. 37
Percent of grand total.....	8. 26	4. 13	9. 97	5. 17	4. 99	7. 39

*manufactured articles—Class No. 21*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$7,096.54	\$5,664.62	\$6,970.19	\$4,944.91	\$2,745.35	\$2,380.17	\$65,113.28	4.44
1,129.00	1,736.00	345.00	372.00	1,309.87	2,267.19	15,914.96	1.09
1,852.47	2,663.04	957.03	1,246.98	2,565.32	1,683.31	24,927.61	1.70
157.69	900.00	57.30	65,721.63	125.37	18.34	1,311.42	.09
17,971.27		35,775.00	11.81	82,298.91	88,270.31	459,040.24	31.34
28,295.13		254.40		15,812.42	4,720.92	71,077.82	4.85
17,902.32	2,821.72	5,252.46	2,857.20	3,074.40	3,030.40	56,525.72	3.86
186,218.00	26,376.91	19,340.35	16,160.12	17,029.00	12,153.12	432,161.50	29.46
			2.05			2.05	Nil
.78						2.34	Nil
3.90	39.00		27.30			123.70	.01
28.07	779.27	303.34	520.61	237.77	191.61	4,589.46	.31
2.28						2.28	Nil
10.62				15.02	3.00	194.30	.01
		26.00		13.00		84.00	.01
	47.50	55.73	63.96			531.74	.04
4.68		9.36	1.44			23.16	Nil
84.00						205.00	.01
280.00	258.08		678.00	.10		2,416.18	.16
83.60			154.00			465.90	.03
5,601.73	29.96	11,018.64	64.19	56.49	3,146.80	50,224.00	3.43
						13.04	Nil
		21.00				243.48	.02
4,538.80	119.00					353.92	.02
	5,521.98	3,918.16	3,802.28	5,444.52	4,347.29	37,274.51	2.54
3.12				72.49		90.61	.01
18.72						54.86	Nil
	4.75		55.84			90.59	.01
9,837.08	1,091.09	3,234.58	4,568.46	5,450.05	4,480.96	57,933.25	3.95
14.00				28.00	18.20	113.40	.01
			7.90		10.80	40.45	Nil
	4.80					65.80	Nil
38.90		9.44	50.00	1.26		193.22	.01
145.00				5.28		625.56	.04
		7.56			43.20	70.86	Nil
735.40	1,416.14	1,831.56	1,529.96	1,861.47	990.93	45,344.94	3.09
981.50	806.57	151.23	184.94	1,217.71	256.33	6,762.86	.46
10,923.28	14,429.41	15,064.88	11,547.35	17,902.07	18,061.57	131,913.00	9.00
293,957.88	64,709.84	104,603.21	114,572.93	157,265.87	146,074.45	1,466,126.40	
20.02	4.42	7.14	7.82	10.73	9.96	100.00	100.00

*Rope, wire, and wire, bare; including*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$10,782.66	\$38,842.05	\$37,052.72	\$37,354.76	\$59,072.15	\$74,557.56
Commerce.....	1,045.55	10,603.04	4,283.69	4,168.66	1,086.94	2,244.05
Interior.....	17,531.38	19,317.37	14,446.07	15,033.50	14,211.84	19,849.34
Justice.....						
Labor.....	13.14	7.33	24.00	75	6.90	28.02
Navy.....	7,666.49	52,188.42	12,614.38	8,724.89	4,868.01	132,733.47
Post Office.....	24.96	1.06	186.98	2,637.55	624.97	39.16
State.....						
Treasury.....	751.61	7,958.87	4,044.40	3,949.70	3,843.35	1,790.81
War.....	76,755.00	39,005.00	86,334.00	49,817.00	66,746.00	69,253.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	112.23	392.73	134.51	71.54	79.25	245.55
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....		14.11	41.13	1.35		93.68
Federal Housing Administration.....		3.96	655.84	2.50		8.15
Federal Power Commission.....		6.00				
Federal Reserve Board.....						
Federal Trade Commission.....					4.62	
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....			2.46			
Inland Waterways Corporation.....	1,532.88	1,115.04	708.12	1,892.95	1,395.82	2,343.19
International Boundary Commission, United States and Mexico.....	212.24		251.20	1,220.96	1,011.80	636.32
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	3,663.59	8,564.19	4,627.54	7,887.83	4,887.87	
National Advisory Committee for Aeronautics.....		79.07		28.92		12.82
National Archives.....			8.00			
National Labor Relations Board.....						
National Training School for Boys.....					5.00	63.21
Panama Canal.....	1,589.94	1,983.07	23,606.66	801.29	7,834.87	959.80
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	5.50	19.00		10.81	7.99	
Social Security Board.....				88		70
Tariff Commission.....						
Tennessee Valley Authority.....		5,070.38	4,040.16	7,393.08	6,293.66	17,853.93
Veterans' Administration.....			351.72	380.92	272.90	359.60
Works Progress Administration.....	7,281.01	10,523.56	15,381.05	15,198.28	4,005.40	14,125.77
Total.....	128,968.18	195,694.25	208,794.63	156,578.12	176,259.34	337,198.13
Percent of grand total.....	5.02	7.60	8.13	6.10	6.86	13.11

*manufactured articles—Class No. 22*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$123,230.32	\$14,335.13	\$21,751.59	\$17,146.74	\$11,354.75	\$15,047.69	\$460,528.12	17.92
8,968.00	2,138.00	1,192.00	1,051.00	3,935.20	3,889.99	44,606.12	1.74
22,939.91	6,911.23	10,204.77	8,014.53	46,234.82	14,126.65	208,821.41	8.13
52.50	1.75	3.48	1.54	20.19	8.23	167.83	.01
34,616.89	10,677.00	66,427.00	48,301.45	65,701.26	77,934.29	522,453.55	20.31
60.97	145.63					3,721.28	.14
7,488.95	10,069.19	9,765.80	9,264.69	9,779.91	12,739.59	81,446.87	3.16
87,830.00	70,191.31	59,750.58	61,575.36	93,643.00	60,048.36	820,950.61	31.96
305.83	425.75	152.94	266.35	463.84	130.27	2,780.79	.11
	17.60		4.19		13.80	185.86	.01
1.68	64.00	76.62	89.24	2.25	1.92	906.16	.04
			.22			6.22	Nil
		2.74		31.50		38.86	Nil
		5.36				7.82	Nil
1,445.80	1,989.10	7,120.97	1,412.88	2,558.88	2,034.76	25,550.39	.99
1,678.22	472.15	3,055.80	10,377.38	7,332.70	1,605.13	27,853.90	1.08
2,164.35	1,700.00	1,920.95	1,280.28	907.02	1,513.87	39,117.49	1.52
34.00	12.40	15.50	351.78	24.26	55.61	614.36	.02
2.10						10.10	Nil
14.90	25.47				2.40	110.98	Nil
8,461.78	6,821.12	4,322.65	7,683.46	13,857.66	2,441.38	80,393.69	3.12
				39.00		39.00	Nil
				30.15	7.40	80.85	Nil
114.00	1.32		3.20	1.53		121.63	Nil
					5.50	5.50	Nil
23,043.75	6,475.67	5,497.35	10,308.38	7,545.99	5,052.67	98,575.02	3.83
386.36	186.68	408.97	512.59	612.92	483.50	4,021.16	.16
8,533.92	20,136.77	11,868.94	13,927.85	11,324.71	15,443.53	147,750.79	5.75
331,374.23	152,797.28	203,606.01	194,573.11	275,431.54	212,591.54	570,866.36	
12.89	5.94	7.92	7.45	10.71	8.27	100.00	100.00



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....		\$442.94			\$35.30	
Commerce.....	\$153.00	316.18	\$183.94	\$280.58	304.00	\$575.30
Interior.....	7.50		12.76	637.50	58.75	146.15
Justice.....						
Labor.....		4.35				
Navy.....	20,558.24	18,310.00	32,707.11	4,305.00	22,048.35	6,445.00
Post Office.....						
State.....						
Treasury.....	391.81	65.57	200.48	885.36	2,350.50	66.00
War.....	503.00	1,617.00	1,756.00	3,794.00	1,832.00	2,164.00
<b>Independent offices and es-</b>						
<b>tablishments:</b>						
Alley Dwelling Author-						
ity.....						
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....						
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....						
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....						
Federal Communications						
Commission.....						
Federal Housing Admin-						
istration.....						
Federal Power Commis-						
sion.....						
Federal Reserve Board						
Federal Trade Commis-						
sion.....						
General Accounting						
Office.....						
Government Printing						
Office.....						
Home Owners' Loan						
Corporation.....						
Inland Waterways Cor-						
poration.....	2.39			1.50		533.06
International Boundary						
Commission, United						
States and Mexico.....						
Interstate Commerce						
Commission.....						
Library of Congress.....						
Maritime Commission.....	295.97	813.80	181.36	652.76	667.13	725.10
National Advisory Com-						
mittee for Aeronautics						
National Archives.....						
National Labor Rela-						
tions Board.....						
National Training						
School for Boys.....						
Panama Canal.....		14.80	16.39	132.98	36.75	28.66
Reconstruction Finance						
Corporation.....						
Rural Electrification Ad-						
ministration.....						
Securities and Exchange						
Commission.....						
Smithsonian Institution						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au-					566.38	
thority.....						
Veterans' Administration						
Works Progress Admin-						
istration.....	442.00	186.89	23.68	218.08	22.50	145.28
<b>Total.....</b>	<b>22,353.91</b>	<b>21,771.53</b>	<b>35,081.72</b>	<b>10,907.76</b>	<b>27,921.66</b>	<b>10,827.55</b>
<b>Percent of grand total.....</b>	<b>5.57</b>	<b>5.43</b>	<b>8.76</b>	<b>2.70</b>	<b>6.95</b>	<b>2.70</b>

## CONCENTRATION OF ECONOMIC POWER

191

—Class No. 23

[illegible]

*Duck; canvas; tentage; including*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$12,073.07	\$3,408.72	\$3,802.71	\$7,806.18	\$7,071.52	\$8,824.90
Commerce.....	700.28	349.73	1,087.72	660.88	1,277.85	736.55
Interior.....	3,601.55	7,299.97	3,533.52	2,299.47	1,850.37	2,360.67
Justice.....						
Labor.....	100.56	7.20	4.50	133.55		38.55
Navy.....	1,917.76	140,837.50	44,604.41	39,640.91	13,003.70	16,404.67
Post Office.....	72,057.92	30.00	5.00	6,139.21	15.00	102,803.12
State.....						
Treasury.....	653.51	3,305.45	2,614.84	4,440.85	3,586.40	632.54
War.....	26,857.00	7,284.00	14,061.00	144,022.00	10,228.00	18,950.00
<b>Independent offices and es-</b>						
<b>tablishments:</b>						
Alley Dwelling Author-						
ity.....						
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....						
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....	2,068.42	610.00	9.50	346.10	55.96	210.55
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....						
Federal Communications						
Commission.....						
Federal Housing Admin-						
istration.....	31.80			18.50		16.95
Federal Power Commis-						
sion.....						
Federal Reserve Board						
Federal Trade Commis-						
sion.....						
General Accounting						
Office.....						
Government Printing						
Office.....						
Home Owners' Loan						
Corporation.....					49.95	
Inland Waterways Cor-						
poration.....	2,135.68	2,958.19	1,620.82	4,157.16	549.94	280.03
International Boundary						
Commission, United						
States and Mexico.....	81.00	10.00	53.06	38.20		
Interstate Commerce						
Commission.....						
Library of Congress.....						
Maritime Commission.....	780.60	987.78	574.04	1,228.39	512.82	750.40
National Advisory Com-						
mittee for Aeronautics.....					46.80	
National Archives.....		38.00				
National Labor Rela-						
tions Board.....						
National Training						
School for Boys.....						
Panama Canal.....	2,233.34	909.27	7,790.50	966.90	448.48	1,079.14
Reconstruction Finance						
Corporation.....						
Rural Electrification Ad-			139.50			25.00
ministration.....						
Securities and Exchange						
Commission.....						
Smithsonian Institution.....		55.72	67.70			
Social Security Board.....			42.75			1.00
Tariff Commission.....						
Tennessee Valley Au-		474.00	37.50	143.70	260.40	1,248.00
thority.....			635.95	1,240.41	158.61	485.66
Veterans' Administration						
Works Progress Admin-						
istration.....	5,374.04	19,469.75	5,716.42	4,783.10	942.58	5,748.45
Total.....	130,666.53	188,035.28	86,401.44	218,065.51	40,058.38	160,596.18
Percent of grand total.....	5.99	8.27	3.80	9.60	1.76	7.07





*Tobacco products: Cigars; cigarettes; and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$60. 42	\$66. 57	\$295. 47	\$5. 42	\$53. 46	\$229. 01
Commerce.....						
Interior.....	2, 431. 32	3, 695. 50	4, 187. 63	2, 720. 96	1, 159. 50	2, 287. 22
Justice.....						
Labor.....	13. 68	28. 69			81. 00	
Navy.....	133, 506. 91	127, 102. 70	153, 787. 66	53, 071. 26	53, 752. 03	54, 010. 03
Post Office.....						
State.....						
Treasury.....	1, 612. 52	1, 203. 28	1, 452. 41	1, 896. 33	1, 397. 87	2, 600. 80
War.....	120, 642. 00	147, 996. 00	96, 532. 00	110, 407. 00	150, 153. 00	175, 169. 00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	872. 50	650. 00	1, 101. 00	1, 184. 80	1, 622. 00	1, 073. 80
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	3, 529. 47	2, 543. 64	2, 302. 86	3, 149. 05	2, 673. 93	2, 751. 08
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....		110. 00	120. 00			120. 75
Panama Canal.....	20, 172. 89	19, 309. 85	24, 722. 54	16, 581. 32	20, 088. 66	12, 665. 66
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....				4, 289. 73	151. 96	294. 57
Veterans' Administration.....	11, 399. 38	33, 788. 47	11, 525. 72	6, 152. 67	32, 808. 79	1, 446. 41
Works Progress Administration.....	48. 47		9. 60	19. 60	3. 25	
<b>Total.....</b>	<b>309, 239. 56</b>	<b>336, 494. 70</b>	<b>296, 036. 89</b>	<b>199, 478. 14</b>	<b>263, 945. 45</b>	<b>252, 648. 33</b>
<b>Percent of grand total.....</b>	<b>8. 78</b>	<b>9. 53</b>	<b>8. 68</b>	<b>5. 86</b>	<b>7. 88</b>	<b>7. 35</b>

## CONCENTRATION OF ECONOMIC POWER

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*accessories, outfits, and supplies—Class No. 25*

[illegible]

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$279,559.49	\$30,821.77	\$36,275.64	\$39,371.57	\$37,243.69	\$78,214.39
Commerce.....	1,287.07	2,483.43	2,939.08	9,944.91	9,527.70	7,710.87
Interior.....	64,513.90	45,532.26	32,647.07	74,652.26	55,380.58	62,575.36
Justice.....	10,639.19	21,642.53	18,224.18	22,069.12	29,384.55	12,048.08
Labor.....	5,009.41	1,606.83	3,040.70	2,022.58	2,324.35	2,372.00
Navy.....	50,788.82	26,527.33	24,002.54	54,185.24	23,941.60	54,327.84
Post Office.....	53,286.68	38,830.98	60,241.14	40,137.90	29,892.75	41,512.27
State.....	18,228.55	16,440.59	23,513.46	17,630.43	27,347.26	1,675.32
Treasury.....	196,321.52	113,818.16	155,765.18	154,930.72	330,741.66	176,623.35
War.....	54,770.00	31,616.00	54,654.00	45,513.00	145,972.00	68,648.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....				102.25	115.48	13.78
American Battle Monuments Commission.....	25.23					
Civilian Conservation Corps.....	743.31	88.00	15.00	416.86	23.15	3,378.90
Civil Service Commission.....	808.25	740.37	108.56	124.40	1,712.28	575.17
Commodity Credit Corporation.....						
District of Columbia Government.....	15,772.55	9,093.68	2,402.64	5,024.97	11,329.93	13,904.29
Export-Import Bank.....						
Farm Credit Administration.....	653.81	504.10	1,230.03	508.12	873.92	182.22
Federal Communications Commission.....	2,309.54	1,062.60	324.16	584.73	1,102.21	1,096.62
Federal Housing Administration.....	4,243.24	4,258.04	4,511.94	1,157.09	3,713.83	11,848.57
Federal Power Commission.....	2,078.48	730.19	1,638.19	2,384.18	530.17	
Federal Reserve Board.....	8,794.42	481.67	3,457.80	438.21	23,213.12	81.92
Federal Trade Commission.....	3,433.13	468.33	1,880.61	3,193.08	2,067.28	4,830.29
General Accounting Office.....	2,734.66	657.31	1,007.11	462.28	536.43	459.25
Government Printing Office.....	2,399.21	290.44	1,542.48	523.56	853.15	372.85
Home Owners' Loan Corporation.....	641.86	927.96	175.71	1,167.66	807.26	568.73
Inland Waterways Corporation.....	25.48	100.72	11.47		61.74	1,187.15
International Boundary Commission, United States and Mexico.....	239.76	54.00	287.68	211.35		179.51
Interstate Commerce Commission.....	5,462.62	1,571.86	1,878.87	2,046.27	5,009.08	6,031.42
Library of Congress.....						
Maritime Commission.....	4,490.74	1,075.96	4,810.32	2,411.95	1,193.25	7,240.92
National Advisory Committee for Aeronautics.....	5.00	1,322.86	291.25	89.02	93.93	710.02
National Archives.....	3,468.98	2,003.82	1,949.06	725.31	292.83	6,511.04
National Labor Relations Board.....	2,041.95	371.29	1,402.00	657.00	1,580.80	3,576.43
National Training School for boys.....	5.00		145.00		96.56	
Panama Canal.....	7,354.93	7,755.04	7,032.39	4,175.34	6,322.27	5,580.56
Reconstruction Finance Corporation.....	555.86	613.45	580.02	875.31	823.61	5,085.31
Rural Electrification Administration.....	2,233.04	42.74	17.00	233.14	26.25	254.03
Securities and Exchange Commission.....	997.56	306.03	2,730.86	2,049.47	11,308.24	2,866.88
Smithsonian Institution.....	249.52	1,267.91	346.73	890.25	318.22	801.24
Social Security Board.....	41,496.22	89,589.98	3,893.74	12,161.32	128,068.92	8,290.59
Tariff Commission.....	287.94	261.22	266.04	139.23	199.04	803.85
Tennessee Valley Authority.....		168.95	880.79	1,494.70	319.37	3,178.80
Veterans' Administration.....	8,298.55	10,456.53	3,349.43	17,091.87	17,866.03	49,151.87
Works Progress Administration.....	11,418.13	16,096.70	19,878.00	17,409.43	8,312.61	53,224.88
Total.....	867,673.60	481,681.63	479,347.87	539,206.08	920,557.10	697,694.60
Percent of grand total.....	9.61	5.44	5.41	5.95	10.26	7.73

Class No. 26

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$327,872.78	\$23,330.59	\$24,905.70	\$30,782.74	\$27,211.57	\$33,684.12	\$969,274.05	10.78
18,232.00	1,745.00	903.00	1,276.00	8,126.42	2,032.58	66,208.06	.74
192,258.56	29,521.95	32,446.88	23,020.13	38,689.93	42,914.10	694,152.98	7.72
29,310.16	35,308.01	54,678.01	52,364.30	47,802.57	51,243.15	384,713.85	4.27
13,396.33	4,718.71	1,808.17	4,273.03	6,520.24	7,286.74	54,379.09	.60
76,876.76	45,167.07	125,770.33	55,227.22	91,714.49	71,014.80	699,544.04	7.73
54,734.94	72,481.64	98,724.66	67,570.20	70,615.05	50,344.48	678,372.69	7.54
16,400.62	21,306.67	5,965.56	3,297.70	14,659.38	23,100.39	189,565.93	2.12
253,349.48	161,598.60	223,193.01	135,688.86	219,079.38	137,059.89	2,258,169.81	25.19
238,352.00	56,934.43	58,980.21	258,446.06	82,224.00	183,972.55	1,280,082.25	14.22
9.75	-----	217.52	26.25	-----	178.15	663.18	.01
-----	-----	-----	-----	-----	-----	25.23	Nil
75.49	-----	-----	-----	-----	-----	4,740.71	.05
6,115.32	451.98	561.74	1,351.49	11,982.73	274.45	24,806.74	.30
-----	267.67	-----	456.75	219.27	634.58	1,578.27	.02
15,271.74	5,914.45	10,994.84	4,775.25	15,005.36	2,901.71	112,391.41	1.24
332.86	1,377.55	3,585.73	8,963.15	9,875.97	2,421.56	30,509.02	.32
318.29	1,078.15	551.25	539.98	381.40	3.48	9,352.41	.10
1,406.44	5,988.19	7,185.69	8,383.20	5,380.51	4,250.21	62,326.95	.69
2,218.16	1,818.93	1,008.82	6,081.62	823.90	2,261.62	21,574.26	.24
361.50	106.90	257.37	299.62	217.52	1,336.39	39,046.44	.43
16,552.52	17.30	407.27	79.65	334.07	113.08	33,376.61	.37
740.23	1,009.88	512.09	183.47	492.31	1,224.87	10,019.89	.10
2,481.82	1,258.18	776.37	-----	1,612.35	6,494.72	18,605.13	.20
3,730.33	1,210.703	1,886.35	1,400.05	1,063.41	732.67	14,312.02	.10
47.27	142.68	236.32	40.22	25.55	154.86	2,033.46	.02
178.69	234.07	627.61	511.11	396.66	452.10	3,372.54	.03
8,660.62	787.93	224.85	552.93	999.31	1,354.29	34,860.05	.40
6,775.40	5,808.13	9,323.08	31,523.31	3,924.24	4,826.84	83,404.14	.92
-----	210.30	285.66	610.67	395.35	16.70	4,030.76	.04
1,742.88	462.01	805.99	197.65	883.53	1,010.17	20,053.27	.20
3,299.27	1,347.36	826.69	1,124.85	1,686.32	240.07	18,154.03	.20
647.50	-----	112.95	7.28	285.42	-----	1,299.71	.01
3,223.26	3,904.27	12,471.30	29,037.91	4,264.73	2,124.27	93,246.27	1.03
6,725.76	3,482.78	3,623.59	2,430.38	3,318.76	2,926.17	31,041.00	.34
8,954.26	1,003.96	840.65	1,529.07	2,328.04	2,125.86	19,588.04	.21
51.93	906.05	10,821.70	10,490.10	4,420.51	6,281.44	53,230.77	.58
856.99	532.30	1,027.08	836.40	60.98	393.00	7,580.62	.08
43,471.27	2,692.43	9,209.48	2,767.72	4,317.35	5,079.61	351,038.63	3.92
303.48	148.72	420.99	272.89	724.38	109.14	3,936.95	.04
8,652.21	1,052.42	1,422.07	303.01	5,073.19	1,078.94	23,624.45	.26
32,787.88	2,333.23	3,481.66	10,060.17	18,716.86	21,453.09	195,077.17	2.16
44,872.83	60,387.59	29,905.01	26,769.26	78,466.34	36,607.01	403,347.79	4.48
1,441,649.58	558,048.11	741,267.25	783,551.65	784,319.35	711,713.85	9,006,710.67	-----
15.90	6.17	8.21	8.68	8.79	7.85	100.00	100.00



*Dry goods: Bedding, buttons, curtains, draperies, findings, floor*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$8,849.91	\$12,323.29	\$11,417.89	\$12,863.33	\$11,357.24	\$17,157.90
Commerce.....	1,766.96	5,284.09	3,561.24	3,529.69	6,711.07	4,807.11
Interior.....	32,107.21	36,913.80	20,567.98	46,710.76	56,629.46	92,988.70
Justice.....						
Labor.....	126.80	1,320.29	874.24	387.09	278.93	114.88
Navy.....	1,197,047.84	138,464.74	112,695.45	210,591.37	294,079.06	275,696.44
Post Office.....	6,249.33	4,524.71	2,970.28	5,542.43	7,412.63	10,367.92
State.....						
Treasury.....	10,533.98	30,849.57	16,504.21	21,802.30	23,232.17	22,384.54
War.....	507,735.00	208,443.00	251,842.00	431,275.00	291,807.00	652,595.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....	2.80	2.90	8.52		3.26	1.35
American Battle Monu- ments Commission.....	14.50					
Civilian Conservation Corps.....	173.26	3.15	5.06	4.05	3.36	4.82
Civil Service Commis- sion.....	335.50	79.72	11.00	1.44	8.74	
Commodity Credit Cor- poration.....						
District of Columbia Government.....	8,879.27	5,733.07	4,879.42	9,124.97	4,161.60	7,562.94
Export-Import Bank.....						
Farm Credit Adminis- tration.....	1,380.73	259.00	102.51	97.73	364.36	198.30
Federal Communications Commission.....	85.04		36.00	21.20	38.50	
Federal Housing Admin- istration.....	1,363.23	450.74	115.93	181.42	618.77	541.95
Federal Power Commis- sion.....		114.54	275.92	285.70	25.21	5.00
Federal Reserve Board.....	696.36	3,041.08	247.67	23.01	584.75	126.06
Federal Trade Commis- sion.....	14.50	105.00	347.43	97.30	126.96	9,563.57
General Accounting Office.....	589.17	85.88	128.96	128.00	82.57	124.32
Government Printing Office.....	10,354.74	8,439.42	8,354.47	7,230.19	14,811.61	7,600.16
Home Owners' Loan Corporation.....		461.52	92.48	276.25	169.31	414.36
Inland Waterways Cor- poration.....	351.11	254.50	2,414.24	92.17	26.88	3,322.32
International Boundary Commission, United States and Mexico.....	494.43	63.86	310.81	1,125.80	104.00	77.88
Interstate Commerce Commission.....	189.19	23.45	100.82	17.08	63.00	62.10
Library of Congress.....						
Maritime Commission.....	1,094.81	1,574.42	3,661.59	2,648.48	1,829.49	2,079.58
National Advisory Com- mittee for Aeronautics.....	25.00	3.05	187.15		23.60	710.64
National Archives.....	107.18	11.80		9.00	295.90	46.40
National Labor Rela- tions Board.....						
National Training School for Boys.....	280.00	365.00		233.00		
Panama Canal.....	23,042.77	21,738.22	23,352.80	39,116.58	23,956.22	22,464.01
Reconstruction Finance Corporation.....	75.40	11.51	65.58	231.16	103.62	264.81
Rural Electrification Ad- ministration.....	38.64	26.70		2.56	11.00	22.50
Securities and Exchange Commission.....	133.92		150.29		428.23	135.46
Smithsonian Institution.....	221.60	35.50	66.62	126.62	240.99	127.00
Social Security Board.....	37.32	1,160.23	744.57	560.86	326.51	527.53
Tariff Commission.....			22.00		67.20	
Tennessee Valley Au- thority.....	4,639.80				2,246.58	
Veterans' Administration.....	79,286.40	199,836.34	70,732.89	70,523.22	21,267.58	42,405.86
Works Progress Admin- istration.....	60,217.82	1,199,600.25	617,912.20	753,553.61	103,203.09	253,681.92
<b>Total.....</b>	<b>1,958,546.52</b>	<b>1,881,604.34</b>	<b>1,154,760.22</b>	<b>1,618,413.37</b>	<b>866,700.45</b>	<b>1,428,183.33</b>
<b>Percent of grand total.....</b>	<b>7.55</b>	<b>7.17</b>	<b>4.40</b>	<b>6.15</b>	<b>3.28</b>	<b>5.43</b>

coverings, notions, textiles, trimmings, yarns, etc.—Class No. 27

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$37,306.03 4,643.00 111,994.01	\$11,574.55 4,890.00 27,034.91	\$21,615.95 1,789.00 84,635.51	\$22,590.50 2,373.00 46,332.00	\$17,755.37 2,695.71 21,698.84	\$15,725.58 2,081.44 31,101.29	\$200,537.54 44,132.31 608,714.47	0.76 .17 2.31
688.00 292,668.75 8,767.85	23.70 87,119.41 13,975.93	340.76 193,938.88 10,878.59	2,016.55 32,407.36 14,784.89	800.63 152,630.59 4,237.77	744.80 1,060,112.92 5,661.23	7,717.27 4,047,352.81 95,373.56	.03 15.28 .36
24,199.67 684,768.00	19,735.94 2,186,208.55	11,229.25 701,508.90	17,782.82 732,778.30	25,448.32 308,654.00	17,746.18 1,271,635.95	241,448.95 8,229,250.70	.92 31.11
			2.70	2.70	2.70	26.93	Nil
	.54					15.04	Nil
4.74						198.44	Nil
334.95	17.48	26.22	55.41	486.76		1,357.22	Nil
17,133.58 2.00	11,080.99	8,797.48	6,789.33	17,128.32	5,386.81	106,657.78 2.00	.40 Nil
14.00	842.89	16.24		143.00	257.45	3,676.21	.01
14.40	29.90		41.14	31.57		297.75	Nil
16.50	227.25	268.63	310.02	455.74	3,244.42	7,794.60	.03
12.40	106.73 174.36	29.38 125.89	91.36 76.70		376.73	1,322.97 5,095.88	Nil .02
13,230.04	11.80	8.75		60.00	29.30	23,594.65	.10
81.88	134.90	5.52	159.88	5.93	147.74	1,674.75	Nil
2,668.83	3,940.74	8,301.28	3,891.54	6,461.43	7,287.40	89,341.81	.34
730.95	70.86	717.12	34.08	66.92	13.00	3,046.85	.01
814.56	19.25	567.36	1,191.67	245.92	1,752.98	11,052.96	.04
406.83	18.00	53.38	2,757.70	383.28	133.65	5,929.62	.02
1,718.98	43.92	30.02	48.84	13.00	43.92	2,354.32	.01
4,115.30	48,075.42	17,512.33	15,362.62	6,221.08	1,822.07	105,997.19	.40
	11.97 17.48	28.35		123.36 8.50	90.50 2.50	1,203.62 630.54	.01 Nil
	207.41					207.41	Nil
1,448.91 22,940.06	260.89 25,485.05	247.44 117,143.43	183.55 33,564.88	411.80 37,497.90	123.60 28,766.87	3,554.19 419,068.79	.01 1.88
419.74	1.84	2.08	120.78	227.82		1,524.34	.01
23.46	69.44		73.68	19.00	23.24	310.22	Nil
1,331.67 108.14 11,612.41 13.00	57.76 22.40 1,386.66 21.67	1,572.92 272.78 807.69	1,227.74 12.82 481.76	149.21 24.35 696.44	1,637.55 9.48 727.17 40.00	6,829.75 1,268.30 19,069.15 163.87	.03 Nil .07 Nil
12,494.70 47,760.98	7,642.50 35,858.75	10,086.29 111,007.74	9,058.68 12,492.70	12,820.49 13,364.17	781.64 102,464.88	59,770.68 807,001.51	.23 3.35
7,034,033.95	183,994.97	95,522.82	118,912.56	138,855.91	655,613.50	11,215,102.60	42.40
8,388,652.15 31.85	2,670,396.81 9.80	1,399,087.98 5.30	1,078,010.06 3.84	769,725.83 2.92	3,215,588.49 12.31	26,379,669.55 100.00	----- 100.00

Blank forms—

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture	\$2,988.75	\$2,259.92	\$2,618.07	\$6,932.50	\$1,778.53	\$3,001.39
Commerce		11,765.00		41.20	20.00	1,368.00
Interior	4,251.26	6,826.58	3,291.81	3,342.2	2,212.49	7,113.80
Justice						
Labor	1,746.25		118.75	327.00	867.66	673.75
Navy	800.00		321.00	1,136.00		10.50
Post Office						
State						
Treasury	81,257.39	49,837.27	49,980.62	58,896.28	22,862.55	8,794.69
War	5,618.00	1,305.00	2,021.00	3,001.00	1,134.00	1,256.00
Independent offices and establishments:						
Alley Dwelling Authority				3.72	27.18	
American Battle Monuments Commission	1.38	5.57	1.44		.57	.25
Civilian Conservation Corps						
Civil Service Commission						
Commodity Credit Corporation		25.16	1,558.71	1,454.40	649.94	474.00
District of Columbia Government	4,142.06	1,714.70	2,026.47	2,867.37	8,540.03	4,343.05
Export-Import Bank						
Farm Credit Administration	2,495.95	1,206.98	9,555.84	23,034.95	5,069.00	2,035.80
Federal Communications Commission	2,702.97	1,001.69	531.30	5,893.82	3,230.00	3,735.00
Federal Housing Administration	1,799.35			512.55	45.50	2.00
Federal Power Commission	637.00	261.58	755.70	203.40	2,486.95	572.49
Federal Reserve Board	904.81	1,370.70	704.22	644.81	371.10	229.83
Federal Trade Commission						
General Accounting Office	5,268.20	7,395.04	5,917.54	1,773.00	5,634.27	2,396.11
Government Printing Office						
Home Owners' Loan Corporation	2,234.05	11,634.85	7,453.26	26,195.30	8,248.22	10,065.93
Inland Waterways Corporation	589.73	2,471.53	320.95	162.66	570.33	381.43
International Boundary Commission, United States and Mexico	150.00	65.00	66.75	140.00	68.05	73.00
Interstate Commerce Commission						
Library of Congress						
Maritime Commission	42.09	3,045.40	41.27		1,767.25	1,185.80
National Advisory Committee for Aeronautics						2.18
National Archives						
National Labor Relations Board	322.59	264.93	589.00	110.00	129.22	616.28
National Training School for Boys						
Panama Canal						
Reconstruction Finance Corporation	14,698.57	6,610.88	5,865.47	6,923.63	26,981.24	28,400.55
Rural Electrification Administration						536.45
Securities and Exchange Commission						
Smithsonian Institution						
Social Security Board	21,390.79	3,930.48	50,149.62	98,500.78	67,101.16	4,256.64
Tariff Commission						
Tennessee Valley Authority				5,099.44	132.20	225.44
Veterans' Administration					320.00	1,003.00
Works Progress Administration	179.89	1,156.55	79.25	148.75	100.24	602.80
Total	154,221.08	114,154.81	143,968.04	247,344.58	160,347.68	83,356.16
Percent of grand total	6.88	5.08	6.43	11.02	7.23	3.72

Class No. 28

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$1,643.35	\$1,023.86	\$4,209.49	\$920.22	\$2,087.64	\$2,884.79	\$32,348.51	1.44
138.00		102.00	282.00	1,219.00		14,935.20	.67
10,679.26	9,922.10	3,499.70	5,477.20	2,751.96	477.75	59,845.93	2.65
1,269.05	31.00	3,022.36	430.26	686.00	25.00	9,197.08	.41
	536.29	4,560.00	1,426.00	1,006.00	766.00	10,561.79	.47
166,424.46	139,584.78	128,995.31	137,784.46	113,229.54	74,301.92	1,031,949.27	46.18
1,233.00	1,789.00	1,392.52	952.93	1,368.00	4,750.00	25,820.45	1.15
	24.92	74.93		17.47	161.30	309.52	.01
	.57	.50		58.85	1.93	71.06	Nil
2,456.89	1,440.43	26,367.02	434.35	2,531.63		37,392.53	1.67
6,234.41	28,233.66	9,143.73	9,398.10	4,521.67	4,875.68	86,040.93	3.84
					60.19	60.19	Nil
1,764.15	18,004.58	1,299.89	1,627.22	1,949.34	1,218.40	69,262.10	3.09
	1,618.00	555.80	2,108.70	1,000.88	2,668.20	25,046.36	1.12
						2,359.40	.10
27.92	826.96		362.00		2,135.09	8,269.09	.38
604.03	151.99	273.11	188.66	236.01	220.26	5,899.53	.26
4,821.92	5,055.19	5,218.71	7,620.34	4,423.80	3,614.00	59,138.12	2.74
17,383.08	6,233.37	5,103.91	16,191.73	7,869.22	6,427.10	125,040.02	5.56
219.23	414.10	335.39	213.08		149.61	5,828.04	.26
440.00	76.60	122.90	179.72	31.00	128.35	1,541.37	.07
1,609.95	2,123.75	1,820.12	1,886.50	5,608.56	1,266.00	20,396.69	.91
						2.18	Nil
302.93		163.61	30.00	25.20	47.80	2,601.56	.12
18,009.96	6,371.71	15,019.07	6,031.98	7,608.23	12,131.72	154,653.01	6.78
						536.45	.02
25.40	80.25					105.65	Nil
99,384.03	122.78	12,391.33	7,076.08	14,830.88	54,056.59	433,191.16	19.30
678.17	471.03	138.34	510.07	1,798.93	207.28	9,260.00	.41
92.50	1.50		192.90	195.00	62.50	1,867.40	.08
	47.69	507.05	972.75	985.65	2,082.71	6,863.33	.31
335,441.69	224,186.11	224,316.79	202,297.25	176,040.46	174,720.17	2,240,394.82	
14.90	10.00	10.00	9.11	7.85	7.78	100.00	100.00



*Toilet articles and ail accessories.*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$1,923.68	\$1,582.31	\$2,887.27	\$3,613.55	\$2,361.09	\$2,336.70
Commerce.....	40.00	190.05	239.38	202.61	230.12	504.65
Interior.....	2,473.11	10,834.75	5,130.21	14,397.64	2,511.91	1,405.34
Justice.....						
Labor.....	540.04	20.97	113.67	636.86	257.10	56.97
Navy.....	95,404.65	36,757.61	71,035.53	1,745.76	13,960.95	11,396.00
Post Office.....	6,447.65	271.85	399.66	7,233.33	.13	108.63
State.....	22.72	35.66	28.74	37.34	22.44	46.80
Treasury.....	1,953.17	4,721.19	2,407.67	1,879.73	2,659.48	3,053.70
War.....	131,568.00	24,802.00	31,845.00	24,188.00	46,266.00	185,108.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....				2.17		
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	607.63	904.26	545.62	1,411.75	606.70	1,136.89
Export-Import Bank.....						
Farm Credit Adminis- tration.....	358.00				434.00	
Federal Communications Commission.....		108.50			65.10	
Federal Housing Admin- istration.....		265.00	4.00			
Federal Power Commis- sion.....		26.04		26.04		
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....	240.00			225.00	230.00	230.00
Government Printing Office.....						
Home Owners' Loan Corporation.....		169.05	113.65	102.02	262.35	143.62
Inland Waterways Cor- poration.....			59.39			107.25
International Boundary Commission, United States and Mexico.....			2.96	21.56	9.39	
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	160.35	64.02	90.91	65.16	37.50	102.50
National Advisory Com- mittee for Aeronautics.....		288.14				
National Archives.....		11.00				
National Labor Rela- tions Board.....						
National Training School for Boys.....	30.00			43.00		
Panama Canal.....	7,011.86	5,390.60	6,581.84	7,017.41	11,499.57	7,382.70
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....	88.50		108.50		108.50	108.50
Smithsonian Institution.....	37.60	117.84		15.20	126.30	332.00
Social Security Board.....			120.00	809.02	554.00	
Tariff Commission.....					151.90	
Tennessee Valley Au- thority.....					3,011.45	
Veterans' Administration.....	7,373.72	12,234.33	5,658.37	20,386.14	9,954.84	7,230.60
Works Progress Admin- istration.....	3,960.01	7,676.84	4,985.44	6,835.90	2,291.67	9,256.09
Total.....	260,238.69	106,472.01	132,357.81	90,895.19	97,912.49	230,046.94
Percent of grand total.....	17.91	7.34	9.13	6.25	6.81	15.81

outfits, and parts—Class No. 29

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$4,052.06	\$2,470.85	\$946.54	\$1,302.85	\$814.65	\$1,581.38	\$25,872.93	1.78
146.00	94.00	163.00	73.00	198.00	258.25	2,339.06	.16
12,158.71	4,147.42	1,866.69	16,179.98	2,966.73	1,834.45	76,206.94	5.27
531.44	227.39	313.02	185.80	694.41	3,577.67	.24	
646.73	8,068.55	1,382.00	1,126.00	1,757.09	4,680.53	247,961.40	16.95
11,073.60	619.33	100.82	46.80	8,112.60	34,414.40	2.37	
23.28	29.26	36.52	25.68	29.67	39.20	377.31	.02
3,181.66	4,391.11	2,730.36	2,473.76	3,000.76	2,082.49	34,535.08	2.38
95,374.00	19,670.57	13,761.25	40,850.51	22,514.00	17,533.32	653,480.65	45.12
			1.81			3.98	Nil
11.40				18.23		29.63	Nil
662.47	7,777.10	889.61	757.72	474.51	932.32	16,706.58	1.16
20.00			.26	480.20	6.80	1,299.26	.09
	59.10		38.60		17.90	289.20	.02
		2.96	2.96	46.32		321.24	.02
36.04	23.16		23.16	23.16		157.60	.01
279.00	148.24	19.00	466.80	199.50	217.00	2,254.54	.16
47.32		228.76	100.51	11.58	182.48	1,361.34	.09
					100.87	267.51	.01
	1.95	3.80			3.40	43.06	Nil
88.10	88.10	130.50	160.25	43.80	148.25	1,179.44	.07
				56.00		344.14	.02
						11.00	Nil
34.00	74.00			9.65		190.65	.01
4,274.13	6,678.82	8,350.46	14,453.99	15,671.43	11,203.98	105,516.79	7.30
1,085.00	18.00	5.40			386.00	1,495.40	.10
	96.50	96.50		117.50		722.50	.05
165.00	48.20			87.34	75.60	1,005.08	.07
514.00	434.00	102.00	581.45		681.00	3,795.47	.26
						151.90	.01
	955.67	98.90	463.84	414.76	887.06	5,831.68	.40
12,641.44	10,861.94	7,017.29	10,951.88	21,274.47	19,912.46	145,497.48	10.02
8,900.41	8,069.84	8,174.40	7,113.60	9,657.57	7,819.74	84,741.51	5.84
144,872.19	85,507.37	46,939.29	97,249.43	80,099.52	79,391.49	1,451,982.42	
9.96	5.88	3.23	6.70	5.52	5.46	100.00	100.00

*Bathroom and toilet fixtures; and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$8,896.53	\$13,230.30	\$9,393.06	\$12,375.44	\$8,266.71	\$13,660.82
Commerce.....	1,238.25	601.60	349.75	350.94	229.57	751.63
Interior.....	6,043.80	13,914.49	3,931.43	9,707.45	16,280.42	15,989.96
Justice.....						
Labor.....	8.30	21.64	21.56	37.08	.49	18.60
Navy.....	18,009.64	9,993.75	5,370.91	14,344.99	4,468.68	8,609.02
Post Office.....						
State.....						
Treasury.....	1,807.03	3,966.15	1,586.12	2,819.82	2,867.68	1,809.57
War.....	13,697.00	18,624.00	16,263.00	43,587.00	44,113.00	47,626.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....				2.60	3.40	
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	712.52	342.92	383.90	524.50	411.30	589.40
Export-Import Bank.....						
Farm Credit Adminis- tration.....	2.70				2.70	
Federal Communications Commission.....						
Federal Housing Admin- istration.....						.79
Federal Power Commis- sion.....		2.00		1.50	5.00	
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....		72.50	16.20			2.88
Inland Waterways Cor- poration.....	4.81	3.70	6.66	60.01	32.82	8.95
International Boundary Commission, United States and Mexico.....	169.01				6.62	6.62
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	33.20	38.60	21.80	42.20	37.65	86.10
National Advisory Com- mittee for Aeronautics.....	8.40	142.34	277.14	266.70	63.90	38.88
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....		120.00		111.00	40.64	199.50
Panama Canal.....	4,713.03	1,208.50	7,287.61	1,862.74	1,169.14	5,067.98
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	12.00	2.20		27.21	14.98	
Social Security Board.....	1.00	9.84	2.37	50.78	41.58	19.64
Tariff Commission.....						
Tennessee Valley Au- thority.....			756.65			
Veterans' Administration.....			1,263.24	3,161.42	3,492.11	1,874.33
Works Progress Admin- istration.....	14,914.59	15,820.87	18,227.06	13,706.75	7,013.01	23,395.35
Total.....	70,271.81	78,115.40	65,158.46	103,040.13	88,561.40	119,816.02
Percent of grand total.....	5.68	6.33	5.26	8.35	7.16	9.68

accessories, outfits, and parts—Class No. 30

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$41,514.05	\$7,035.50	\$8,835.00	\$2,716.60	\$3,010.16	\$2,948.63	\$131,882.80	10.69
1,281.00	409.00	1,997.00	1,348.00	756.28	1,885.48	11,198.70	.92
16,488.63	9,991.66	5,200.21	4,677.76	11,949.00	10,689.83	124,864.64	10.08
.99		99.24	106.18	5.10	12.68	331.86	.03
10,017.39	13,583.10	15,739.69	20,603.31	18,907.50	19,556.41	159,264.39	12.89
.42						.42	Nil
1,632.54	1,498.20	1,503.71	1,749.63	2,991.70	1,713.73	25,945.88	2.09
108,517.00	23,570.16	11,242.24	42,509.82	19,110.00	16,107.00	404,966.22	32.68
			15.70			21.70	Nil
265.24	286.55	1,900.05	2,013.89	681.89	370.37	8,382.53	69
						5.40	Nil
3,662.75	2.00	2.00				3,667.54	.29
						8.50	Nil
	14.68	4.39		15.37	.51	34.95	Nil
20.90	33.54	33.54	10.50		7.80	197.86	.01
57.11	9.51			7.38		190.95	.01
				95.08		277.33	.02
116.45			38.70	1,006.85	211.17	1,632.72	.13
						797.36	.06
	3.60	1.94	46.67	341.08	34.00	898.43	.07
3,702.90	4,323.67	4,057.44	4,158.97	3,793.35	3,544.75	44,890.08	3.63
		2.00				2.00	Nil
				9.42	1.38	10.80	Nil
57.66	12.00		109.62	152.12	25.52	413.31	.03
26.30			1.58	.42	19.32	172.83	.01
1,039.51	909.27	1,273.58	613.14	1,289.34	885.20	6,766.69	.56
3,928.31	1,554.88	7,964.99	2,979.33	13,012.11	2,817.50	42,048.22	3.42
41,911.56	33,451.43	18,816.32	30,798.57	21,723.76	28,022.06	267,801.13	21.69
234,240.71	96,688.75	78,573.34	114,497.77	98,857.91	88,853.24	1,236,675.04	100.00
18.96	7.81	6.36	9.26	7.98	7.17	100.00	



*Lighting apparatus (nonelectric) and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$1,219.64	\$1,181.30	\$1,639.21	\$772.59	\$2,425.10	\$1,869.05
Commerce.....	528.45	1,782.57	1,645.57	1,050.44	1,450.04	1,825.88
Interior.....	738.66	641.25	621.72	1,123.84	482.73	858.69
Justice.....						
Labor.....	7.20		2.00		6.43	2.35
Navy.....		166.00	422.00	28.30	2.21	1,993.85
Post Office.....						
State.....						
Treasury.....	48.42	61.17	70.74	44.74	225.11	30.58
War.....	3,292.00	1,350.00	1,262.00	1,276.00	1,422.00	6,528.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	10.46	262.80		520.80	8.56	127.00
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....		1.20	2.50			
Inland Waterways Cor- poration.....	19.53	60.77	434.35	23.47	10.65	147.04
International Boundary Commission, United States and Mexico.....		1.25				
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Com- mittee for Aeronautics.....						
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....						
Panama Canal.....	403.03	556.61	394.36	465.83	2,379.74	1,434.11
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....						
Veterans' Administration Works Progress Admin- istration.....			9.24		10.55	1.35
	4,151.70	9,236.28	11,177.36	6,738.49	3,702.33	6,695.15
Total.....	10,422.09	15,301.20	17,681.05	12,044.50	12,155.45	21,513.05
Percent of grand total.....	4.55	6.70	7.74	5.27	5.33	9.42

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[illegible]

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$8, 713. 49	\$3, 317. 06	\$1, 725. 12	\$2, 807. 97	\$3, 676. 09	\$6, 932. 73
Commerce.....	298. 44	1, 051. 55	748. 53	325. 88	433. 23	358. 89
Interior.....	2, 246. 49	6, 784. 34	12, 945. 89	3, 568. 74	3, 491. 78	4, 636. 97
Justice.....						
Labor.....		11. 90		53. 68		
Navy.....	12, 463. 16	5, 272. 70	36, 528. 02	24, 079. 67	69, 789. 11	37, 710. 55
Post Office.....						
State.....						
Treasury.....	1, 627. 12	3, 257. 43	420. 35	679. 50	1, 442. 88	750. 87
War.....	11, 080. 00	13, 778. 00	14, 549. 00	12, 006. 00	13, 770. 00	23, 392. 00
<b>Independent offices and es-</b>						
<b>tablishments:</b>						
Alley Dwelling Author-						
ity.....						
American Battle Monu-						
ments Commission.....						
Civillian Conservation						
Corps.....						
Civil Service Commis-						
sion.....						
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....	169. 40	741. 01	4. 80	1, 060. 18	263. 65	109. 81
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....						
Federal Communications						
Commission.....						
Federal Housing Admin-						
istration.....						
Federal Power Commis-						
sion.....						
Federal Reserve Board.....						
Federal Trade Commis-						
sion.....						
General Accounting						
Office.....						
Government Printing						
Office.....						
Home Owners' Loan						
Corporation.....						
Inland Waterways Cor-						
poration.....	10. 26	179. 00	2, 912. 36	901. 26	279. 91	133. 23
International Boundary						
Commission, United						
States and Mexico.....		2. 54	144. 00			
Interstate Commerce						
Commission.....						
Library of Congress.....						
Maritime Commission.....	8. 91					
National Advisory Com-						
mittee for Aeronautics.....					8. 53	
National Archives.....						
National Labor Relations						
Board.....						
National Training						
School for Boys.....		5. 00		17. 00		34. 38
Panama Canal.....	640. 70	4, 251. 00	1, 053. 58	2, 457. 31	1, 860. 98	2, 469. 17
Reconstruction Finance						
Corporation.....						
Rural Electrification Ad-						
ministration.....						
Securities and Exchange						
Commission.....						
Smithsonian Institution.....	72. 56					
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au-						
thority.....		439. 75	271. 25		928. 20	385. 45
Veterans' Administration.....			1, 067. 88	724. 88	502. 32	3, 775. 40
Works Progress Admin-						
istration.....	8, 214. 24	13, 307. 33	12, 032. 57	6, 393. 80	1, 439. 90	7, 441. 88
<b>Total.....</b>	<b>45, 544. 77</b>	<b>52, 398. 61</b>	<b>84, 403. 35</b>	<b>55, 076. 27</b>	<b>97, 886. 58</b>	<b>88, 131. 33</b>
<b>Percent of grant total.....</b>	<b>3. 95</b>	<b>4. 47</b>	<b>7. 25</b>	<b>4. 72</b>	<b>8. 42</b>	<b>7. 53</b>

*insulating material—Class No. 32*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$14,546.50	\$324.16	\$1,302.25	\$882.93	\$2,026.81	\$1,048.61	\$47,303.72	4.05
251.00	706.00	768.00	1,265.00	865.69	254.19	7,326.40	.63
3,310.22	1,558.01	644.50	12,408.48	5,078.80	4,406.62	61,080.84	5.24
239,646.39	28,121.99	25,517.85	45,493.73	24,903.13	69,286.45	65.58 618,812.75	Nil 53.20
2,042.72	984.00	1,345.93	1,662.20	1,011.69	173.91	15,399.00	1.32
94,853.00	6,191.43	5,875.84	12,006.25	10,000.00	19,660.00	237,161.52	20.22
487.05	1,022.00	1,181.00	2,763.73	260.81	1,558.60	9,622.04	.83
	1.25	1.84	2.43	17.99		23.51	Nil
238.80	953.58	200.26	199.82	257.09	144.60	6,410.17	.55
				.95		147.49	.01
						8.91	Nil
		93.88	66.87			169.28	.01
	1.50		30.00			87.88	Nil
201.00	1,137.83	2,139.42	1,595.50	1,617.81	1,781.60	21,205.90	1.82
127.89	149.14					349.59	.02
1,404.60	3,124.28	232.74	4,038.40	1,180.37	1,838.23	14,443.27	1.26
6,121.06	1,083.05	4,610.09	1,588.58	2,219.85	2,290.85	23,983.96	2.11
15,341.15	8,923.86	10,043.40	5,799.41	6,760.43	5,944.36	101,651.33	8.73
378,571.38	54,282.08	53,957.00	90,403.33	56,210.42	108,388.02	1,165,253.14	
32.65	4.66	4.55	7.76	4.74	9.30	100.00	100.00



*Gaskets; hose; packing; rubber; (sheet and strip); hose fittings,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$7, 223. 59	\$11, 088. 96	\$5, 841. 79	\$6, 607. 11	\$6, 497. 84	\$9, 830. 53
Commerce.....	2, 080. 26	2, 576. 70	1, 893. 68	1, 703. 66	1, 457. 49	2, 117. 51
Interior.....	4, 342. 25	3, 529. 45	3, 524. 97	2, 872. 59	4, 356. 74	10, 525. 93
Justice.....						
Labor.....	2. 67	174. 54	31. 49	245. 43	32. 97	110. 78
Navy.....	48, 940. 67	73, 025. 34	33, 552. 95	122, 543. 48	64, 177. 86	142, 334. 94
Post Office.....		. 50				16. 35
State.....						
Treasury.....	3, 509. 85	5, 022. 41	6, 422. 74	7, 721. 65	11, 629. 96	10, 042. 13
War.....	23, 340. 00	31, 403. 00	21, 778. 00	45, 497. 00	30, 902. 00	23, 288. 00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....		8. 30			3. 77	31
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	671. 79	258. 78	209. 24	629. 53	144. 28	3, 431. 51
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....		15. 90		. 75		
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....					80. 00	
General Accounting Office.....	1. 28					
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....	495. 39	1, 301. 00	854. 37	1, 735. 06	1, 138. 11	487. 68
International Boundary Commission, United States and Mexico.....	92. 80		32. 74	49. 20	14. 83	156. 17
Interstate Commerce Commission.....			2. 45			
Library of Congress.....						
Maritime Commission.....	1, 005. 60	687. 83	1, 946. 74	1, 793. 63	1, 750. 36	1, 385. 30
National Advisory Committee for Aeronautics.....	88. 24	132. 30	301. 64	52. 82	76. 45	
National Archives.....			. 50			
National Labor Relations Board.....						
National Training School for Boys.....		1. 00		2. 44	6. 00	23. 82
Panama Canal.....	8, 330. 33	2, 977. 98	4, 164. 84	533. 64	2, 621. 22	673. 53
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....				. 59		
Smithsonian Institution.....	1. 20	16. 50				4. 80
Social Security Board.....						
Tariff Commission.....			. 60			
Tennessee Valley Authority.....		1, 318. 61	558. 05	1, 176. 62	2, 733. 87	1, 935. 80
Veterans' Administration.....			2, 391. 59	799. 03	2, 495. 93	1, 691. 37
Works Progress Administration.....	4, 409. 32	4, 723. 27	6, 111. 14	8, 218. 74	3, 590. 94	12, 045. 00
<b>Total.....</b>	<b>104, 535. 24</b>	<b>143, 262. 37</b>	<b>94, 619. 52</b>	<b>202, 183. 07</b>	<b>133, 710. 52</b>	<b>220, 112. 46</b>
<b>Percent of grand total.....</b>	<b>5. 65</b>	<b>7. 75</b>	<b>5. 10</b>	<b>10. 69</b>	<b>7. 25</b>	<b>11. 76</b>

tubing (flexible), including manufactured articles—Class No. 33

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$41,457.88	\$21,531.04	\$14,567.53	\$4,921.91	\$10,666.14	\$5,058.63	\$145,292.95	7.80
2,259.00	4,106.00	978.00	1,174.00	1,991.01	1,675.30	24,012.61	1.29
7,378.81	5,565.08	8,174.83	4,636.59	6,644.04	6,781.89	68,333.17	3.62
3.69	13.97	66.15	49.89	47.65	28.79	808.02	.04
50,796.99	49,074.13	56,175.82	55,420.70	97,044.74	104,057.41	907,145.03	48.80
21.73	4,684.26	15.50	-----	-----	-----	4,738.34	.26
10,686.93	4,159.36	3,278.87	5,950.92	4,817.02	2,719.70	75,961.54	4.24
35,807.00	21,663.46	72,363.99	25,628.38	31,360.00	30,303.00	393,333.83	21.10
-----	-----	-----	-----	-----	-----	23.38	Nil
-----	-----	-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	21.94	21.94	Nil
-----	-----	-----	-----	-----	-----	-----	-----
1,217.49	426.30	858.24	1,116.55	157.60	1,102.49	10,223.80	.52
-----	-----	-----	-----	-----	-----	-----	-----
-----	-----	2.24	-----	-----	-----	2.24	Nil
-----	12.80	15.00	17.20	2.70	-----	64.35	Nil
-----	-----	-----	-----	-----	-----	-----	-----
-----	-----	40.00	-----	-----	-----	120.00	Nil
4.00	-----	-----	-----	4.00	-----	9.28	Nil
-----	-----	-----	-----	-----	-----	-----	-----
908.98	1,741.51	754.12	956.13	467.65	842.56	11,682.56	.61
11.00	60.22	20.11	13.65	254.02	184.94	889.68	.04
-----	-----	-----	-----	.34	-----	2.79	Nil
1,824.80	2,310.60	1,733.48	1,296.90	1,759.07	1,121.42	18,620.73	1.05
-----	81.28	29.43	39.93	-----	19.26	821.35	.04
-----	-----	-----	-----	-----	-----	.50	Nil
33.20	40.67	19.71	-----	-----	4.67	131.51	Nil
3,129.58	1,120.61	1,494.55	2,232.67	1,561.34	1,720.70	30,560.99	1.94
-----	-----	-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	2.40	3.09	Nil
96.14	-----	35.08	2.00	4.20	-----	160.92	.01
2.65	1.20	4.00	5.26	-----	-----	13.71	Nil
3,406.93	3,207.86	3,344.82	3,150.53	3,446.99	4,422.12	28,702.20	1.57
693.30	965.30	4,021.86	692.40	1,706.06	1,545.10	17,001.94	.92
14,613.29	14,549.07	16,397.47	12,734.29	8,843.29	8,107.78	114,343.60	6.15
174,353.39	135,314.72	184,395.80	120,040.90	170,777.86	169,720.10	1,853,026.05	-----
9.42	7.30	9.95	6.48	9.55	9.10	100.00	100.00

*Leather: Belting, harness, saddlery, including*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$2,886.40	\$2,305.82	\$2,387.57	\$1,626.64	\$2,207.92	\$3,352.13
Commerce.....	493.94	508.78	635.96	724.52	1,026.02	340.72
Interior.....	1,223.65	2,203.46	1,170.19	2,405.99	18,104.09	2,946.43
Justice.....						
Labor.....	295.03	88.01	114.97	12.69	153.16	52.63
Navy.....	6,437.70	26,721.19	1,353.18	17,465.45	1,526.52	4,224.00
Post Office.....	1,610.80	1,437.93	27.00		47.12	353.10
State.....						
Treasury.....	1,252.46	495.99	523.77	619.51	1,342.70	590.97
War.....	10,900.00	7,848.00	6,289.00	19,468.00	17,863.00	8,937.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....			1.12			
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....	25.20	9.89	16.17	5.00		2.28
Civil Service Commis- sion.....	30.80					
Commodity Credit Cor- poration.....						
District of Columbia Government.....	607.33	257.62	68.16	128.01	190.80	74.15
Export-Import Bank.....						
Farm Credit Adminis- tration.....	65.18	58.49	34.55	21.80	28.57	100.37
Federal Communications Commission.....	102.75				49.49	2.50
Federal Housing Admin- istration.....		631.44	112.80	112.80	621.36	695.69
Federal Power Commis- sion.....	40.00	27.86	10.16	40.29	11.64	3.93
Federal Reserve Board.....	70.78	11.87				
Federal Trade Commis- sion.....	63.00	10.00	100.02			8.45
General Accounting Office.....			49.65			
Government Printing Office.....						
Home Owners' Loan Corporation.....		111.30	167.15	44.40	165.13	2.69
Inland Waterways Cor- poration.....		31.53	1.82			
International Boundary Commission, United States and Mexico.....	54.45		5.64	3.16	42.46	1.13
Interstate Commerce Commission.....	43.81	42.60		185.78		163.97
Library of Congress.....		3.98				
Maritime Commission.....	46.07	51.54	62.25	48.06	28.11	25.50
National Advisory Com- mittee for Aeronautics.....	2.94	9.36	1.94			19.55
National Archives.....	1.35			7.86		
National Labor Rela- tions Board.....						
National Training School for Boys.....	141.00	165.00	5.00	249.00	66.00	247.10
Panama Canal.....	561.95	1,796.67	3,212.76	5,859.77	1,523.66	1,880.81
Reconstruction Finance Corporation.....	1.18	15.30	8.00	35.53	1.18	
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....					155.58	
Smithsonian Institution.....	9.36	12.86		45.95	34.56	
Social Security Board.....	153.28	65.30	46.80	38.40	102.00	214.34
Tariff Commission.....	7.16		6.40	75		7.20
Tennessee Valley Au- thority.....		1,331.44	26.25	1,064.62	1,400.51	
Veterans' Administration.....			157.68	73.14	51.63	128.19
Works Progress Admin- istration.....	1,860.50	3,649.60	3,022.75	2,333.91	771.23	2,074.33
<b>Total.....</b>	<b>28,997.07</b>	<b>49,902.83</b>	<b>19,618.71</b>	<b>52,621.03</b>	<b>47,514.44</b>	<b>26,449.16</b>
<b>Percent of grand total.....</b>	<b>4.84</b>	<b>8.33</b>	<b>3.28</b>	<b>8.79</b>	<b>7.95</b>	<b>4.42</b>

*manufactured leather articles—Class No. 34*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$7,305.76	\$5,614.67	\$3,382.06	\$4,603.46	\$1,629.87	\$2,622.42	\$39,924.72	6.67
284.00	158.00	307.00	134.00	180.65	151.13	4,944.72	.83
14,090.37	2,842.88	2,524.06	1,662.17	2,321.78	1,458.78	52,953.85	8.85
915.95	12.14	41.30	26.41	294.93	63.87	2,071.09	.35
9,243.10	26,470.32	2,822.00	6,426.12	7,268.28	20,416.20	130,374.06	21.78
774.44	13,945.83	12.00	52.85	2.57		18,263.64	3.05
1,295.35	697.46	709.24	951.43	757.18	1,207.72	10,443.78	1.74
82,675.00	8,072.12	12,644.04	57,997.98	10,192.00	6,882.24	249,768.38	41.72
			1.70			2.82	Nil
						58.54	.01
2.00	41.67	3.60	3.93	31.78		122.78	.02
263.34	255.97	540.97	935.10	668.89	55.84	4,046.18	.68
45.71	38.40	13.57		7.64	33.25	447.53	.07
		3.93	3.93		20.00	182.60	.03
						2,174.09	.36
	7.60	13.12	45.06	176.89	71.36	447.91	.07
						82.65	.01
422.60		6.36				610.43	.10
10.96	5.76		7.68			74.05	.01
116.48		.50	2.85	7.68	10.73	628.91	.11
14.14	11.72	7.74	11.58	10.47	22.16	111.16	.02
	12.22			5.55		124.61	.02
460.68		17.75		144.58	69.83	1,129.00	.19
2.50					4.37	10.85	Nil
214.00	50.60	87.20		12.74		626.07	.10
		4.32	6.30	92.85	2.75	140.01	.02
				16.68		25.89	Nil
	254.99	123.68	7.20	239.52	8.80	1,507.29	.25
2,047.53	1,567.56	3,206.11	3,442.43	1,792.22	1,989.01	28,880.48	4.83
6.87	31.50	64.92	86.20	4.43	17.40	272.51	.04
					30.77	30.77	.01
11.32	170.76	81.77	115.80	399.17		934.40	.16
	13.42		2.07	5.50	2.15	125.87	.02
459.03	548.31	18.48	369.20	4.39	2.34	2,021.87	.34
73.84		17.10	11.82			124.27	.02
1,181.59	264.62	210.37	386.23	344.91	1,394.35	7,604.89	1.27
114.25	192.90	431.64	208.95	253.95	530.01	2,142.34	.36
1,487.61	8,141.12	2,892.24	2,155.32	3,689.95	3,229.83	35,308.39	5.89
123,518.42	60,422.54	30,187.07	79,657.77	30,557.05	40,297.31	598,743.40	
20.61	11.59	5.04	13.31	5.10	6.74	100.00	100.00



*Books, blueprints, charts, drawings, libraries, maps, newspapers,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$56,500.60	\$22,551.47	\$52,614.41	\$251,899.02	\$38,533.00	\$12,523.15
Commerce.....	11,196.67	12,850.09	12,333.56	12,622.19	13,744.93	14,113.88
Interior.....	19,283.05	16,667.34	15,964.69	27,266.12	25,672.59	74,455.22
Justice.....	40,882.93	33,447.47	35,143.85	51,954.03	30,387.01	29,467.32
Labor.....	1,434.11	604.92	769.12	866.84	896.66	1,098.94
Navy.....	16,330.39	23,316.99	99,141.38	19,403.04	35,938.47	27,191.37
Post Office.....	464,676.79	397,613.14	237,117.77	246,770.16	436,556.40	331,861.19
State.....	393.94	255.66	458.63	859.78	359.38	100.20
Treasury.....	53,928.89	12,532.14	11,672.78	16,780.10	18,143.88	14,084.98
War.....	85,187.00	48,797.00	182,243.00	74,469.00	72,857.00	72,515.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....		33.91		55.99		
American Battle Monuments Commission.....				.20	5.63	
Civilian Conservation Corps.....	34.25	27.90	315.00	809.80	512.40	602.36
Civil Service Commission.....	25.24	2.08	29.05	102.15	32.53	41.86
Commodity Credit Corporation.....	15.00					
District of Columbia Government.....	7,944.07	8,552.67	12,925.85	38,446.74	13,816.45	12,565.26
Export-Import Bank.....						
Farm Credit Administration.....	708.44	150.31	206.05	124.23	427.45	107.85
Federal Communications Commission.....	173.14	323.17	298.23	604.10	2,307.57	122.65
Federal Housing Administration.....	1,485.01	279.43	220.21	660.83	630.73	348.89
Federal Power Commission.....	2,697.72	1,331.40	2,171.01	7,794.73	1,617.80	892.95
Federal Reserve Board.....	10,300.42	9,149.56	3,849.98	3,887.52	2,076.90	2,752.78
Federal Trade Commission.....	343.41	203.72	119.75	244.66	66.05	230.17
General Accounting Office.....	681.08	173.50	139.59	67.75	80.00	141.20
Government Printing Office.....	348.34	1.40	26.75	35.00	9.73	58.42
Home Owners' Loan Corporation.....	813.40	6,767.87	3,959.93	7,277.12	6,040.42	4,011.38
Inland Waterways Corporation.....	108.22	139.22	287.68	171.10	82.89	62.00
International Boundary Commission, United States and Mexico.....	651.28	621.80	210.41	124.73	210.04	113.54
Interstate Commerce Commission.....	87.90	69.56	22.56	32.32	58.48	356.31
Library of Congress.....						
Maritime Commission.....	1,516.68	286.88	769.62	2,104.87	346.69	1,615.25
National Advisory Committee for Aeronautics.....	42.20	32.29	52.35	27.89	43.51	97.83
National Archives.....	351.78	615.18	84.01	89.65	35.10	90.33
National Labor Relations Board.....	9,847.12	13,398.14	13,926.00	1,018.00	172.66	46.97
National Training School for Boys.....	45.00	12.00		7.00	39.55	2.50
Panama Canal.....	1,409.98	351.43	285.46	910.13	311.44	8,350.86
Reconstruction Finance Corporation.....	593.77	1,776.41	974.24	944.55	997.73	927.69
Rural Electrification Administration.....	155.57	100.02	260.80	124.58	127.98	184.50
Securities and Exchange Commission.....	1,525.67	2,013.13	7,346.83	1,196.39	1,320.95	951.54
Smithsonian Institution.....	857.37	130.78	134.92	153.39	260.92	216.77
Social Security Board.....	1,080.90	2,554.09	4,914.52	5,126.54	15,152.84	14,444.56
Tariff Commission.....	691.14	65.07	329.92	33.25	191.89	202.35
Tennessee Valley Authority.....		5,205.88	10,243.05	27,118.48	8,155.22	27,387.71
Veterans' Administration.....			63.30	2,323.96	2,849.01	4,531.64
Works Progress Administration.....	12,595.20	19,797.27	23,422.53	18,038.72	7,572.07	23,113.43
<b>Total.....</b>	<b>806,943.67</b>	<b>642,802.29</b>	<b>735,048.79</b>	<b>822,546.65</b>	<b>738,641.95</b>	<b>681,982.80</b>
Percent of grand total.....	9.56	7.62	8.72	9.74	8.74	8.08

periodicals, professional publications, etc.—Class No. 35

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$115,712.49	\$14,042.18	\$22,761.07	\$10,465.78	\$24,329.76	\$16,587.82	\$638,520.75	7.56
16,095.00	10,961.00	14,397.00	11,432.00	13,487.23	13,752.95	156,986.50	1.86
58,595.13	29,810.49	35,050.33	27,190.33	24,922.52	21,304.11	376,181.92	4.45
37,088.05	25,562.83	23,871.61	28,743.56	24,926.90	33,323.78	394,799.34	4.67
2,394.61	2,590.92	665.56	1,452.23	1,558.82	2,093.15	16,425.88	.19
51,680.41	31,105.97	302,489.25	29,243.04	39,107.87	27,164.77	702,112.95	8.32
471,120.80	113,328.53	173,733.54	302,521.53	320,840.50	155,681.59	3,651,821.94	43.25
7,247.01	9,945.03	723.08	417.81	832.84	479.81	22,073.17	.26
12,073.10	36,689.68	25,686.65	14,412.53	14,928.27	17,449.86	248,382.86	2.94
109,976.00	165,304.96	42,551.24	51,667.33	57,734.00	49,000.63	1,012,302.16	12.00
93.00	70.68	54.12	99.48	15.60	32.15	454.93	.01
.30	693.72	97.07	-----	.65	-----	1,497.57	.02
382.45	44.85	39.85	90.00	6.20	16.60	2,831.66	.03
465.89	73.30	66.58	145.26	133.11	-----	1,117.05	.01
-----	-----	-----	-----	-----	20.00	35.00	Nil
28,177.89	84,798.87	17,660.56	15,027.86	13,022.40	12,065.41	265,004.03	3.13
-----	-----	9.05	8.50	25.00	-----	42.55	Nil
252.94	1,118.12	127.29	120.62	186.43	299.60	3,829.33	.04
1,921.23	3,475.33	172.95	176.05	150.02	172.80	9,897.24	.12
708.52	805.80	954.47	1,103.14	803.36	557.15	8,557.54	.10
4,320.47	1,916.11	618.05	335.17	8,637.90	2,750.92	35,084.23	.42
3,149.83	1,817.34	4,295.20	5,139.37	3,118.97	2,248.82	51,786.69	.61
959.53	1,326.17	223.07	140.30	347.75	293.65	4,498.23	.05
14.85	225.75	89.92	371.00	2.75	435.40	2,422.79	.03
27.12	116.75	60.20	8,254.13	3.09	48.00	8,988.93	.11
7,357.47	2,334.05	1,032.34	936.61	1,470.00	1,858.36	558.95	.52
497.43	84.27	341.48	470.81	138.99	57.37	2,441.46	.03
1,839.89	518.00	384.13	493.23	885.16	503.67	6,555.97	.08
105.94	3,179.44	696.22	866.04	482.88	504.50	6,462.15	.08
594.85	1,492.91	616.40	229.01	2,556.53	528.91	12,658.60	.15
60.60	137.49	4.20	61.80	38.35	41.25	639.76	.01
339.52	468.75	188.35	4.50	412.63	25.05	2,704.85	.03
137.10	55.37	39.94	172.12	85.07	1,027.96	39,926.45	.47
308.44	-----	293.33	375.67	169.94	82.36	1,335.79	.02
1,819.90	3,350.41	6,850.75	5,670.50	4,923.15	525.60	36,759.61	.43
1,868.36	5,369.22	1,803.42	955.11	799.59	935.55	17,945.64	.21
366.33	325.33	720.79	1,948.19	139.98	450.38	4,904.45	.06
8,214.97	1,303.80	634.24	916.37	1,426.25	731.05	27,581.20	.33
152.92	1,035.84	105.36	226.66	130.52	512.19	3,917.64	.05
15,621.39	4,919.76	3,357.89	2,029.49	2,789.45	1,518.17	73,509.60	.87
104.17	1,576.95	42.60	79.30	309.45	230.51	3,856.61	.05
6,968.39	6,456.68	6,250.62	23,606.75	37,968.49	43,337.86	202,699.13	2.39
7,104.44	1,671.48	60.39	3,437.37	4,858.89	4,108.88	31,009.36	.37
23,316.62	48,252.50	23,977.82	28,486.25	33,090.31	41,493.21	308,155.93	3.67
1,604,235.35	620,356.73	714,497.98	579,522.80	641,797.57	454,251.81	8,442,628.39	-----
11.89	7.35	8.45	6.86	7.20	5.38	100.00	100.00

*Musical instruments; music; and all acces*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$601.96	\$62.97	\$25.55	\$35.33	\$14.61	\$642.80
Commerce.....	1.00					
Interior.....	1,571.52	1,483.25	620.07	991.08	264.33	1,249.77
Justice.....						
Labor.....						
Navy.....	12,452.62	5,612.86	2,404.33	2,342.55	2,491.97	2,435.83
Post Office.....						
State.....						
Treasury.....	195.52	405.02	316.68	128.45	27.91	712.39
War.....	1,995.00	19,777.00	3,287.00	4,437.00	2,951.00	6,421.00
Independent offices and establishments:						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	972.47	1,546.00	28.00	372.00	105.05	65.45
Export-Import Bank.....						
Farm Credit Administration.....	398.85	616.67	37.50	90.00	25.50	168.00
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....			15.00	124.15		
Panama Canal.....	538.23	423.43	36.21	40.06	1,434.25	191.52
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....					39.65	15.00
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....					12.44	
Veterans' Administration.....						14.80
Works Progress Administration.....	2,400.20	2,989.78	3,484.23	2,987.35	555.17	2,891.94
Total.....	21,127.37	32,916.98	10,254.57	11,547.97	7,921.88	14,808.50
Percent of grand total.....	8.98	14.00	4.36	4.91	3.37	6.30

[illegible]



*Athletic equipment, recreational apparatus, sporting*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$526.20	\$479.71	\$621.02	\$376.98	\$321.96	\$479.49
Commerce.....			41.51	5.30		9.00
Interior.....	5,092.08	1,734.79	3,257.49	2,295.20	2,305.38	3,100.53
Justice.....						
Labor.....		58.48	2.85		7.56	
Navy.....	46,006.78	41,039.94	18,900.24	30,460.98	99,290.33	37,363.58
Post Office.....		.37			1.20	
State.....						
Treasury.....	1,418.89	160.15	729.88	872.36	2,053.05	3,001.35
War.....	1,106.00	2,115.00	451.00	2,119.00	2,464.00	1,877.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia government.....	4,266.11	1,473.31	1,642.25	1,709.19	268.71	1,806.95
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						1.08
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Cor- poration.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Com- mittee for Aeronautics.....						
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....	15.00			142.00	118.00	
Panama Canal.....	1,920.22	1,455.53	1,597.57	3,013.99	4,232.94	2,617.29
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....					11.85	
Veterans' Administration.....	7,521.65	7,291.03	2,896.39	9,161.76	7,857.87	6,467.42
Works Progress Admin- istration.....	15,571.72	34,746.67	33,271.78	37,084.52	9,433.17	34,567.43
Total.....	83,444.65	90,554.98	63,418.98	87,241.28	128,366.02	91,291.12
Percent of grand total.....	5.93	6.43	4.50	6.19	9.11	6.48

[illegible]

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture	\$1,690.75	\$2,114.35	\$2,401.77	\$2,864.35	\$3,735.15	\$4,556.18
Commerce	727.46	914.07	873.93	339.72	799.64	620.23
Interior	12,277.95	2,112.04	3,038.60	3,182.90	4,016.49	5,153.00
Justice						
Labor	149.60	61.65	130.78	132.23	143.83	65.41
Navy	311.98	3,700.72	1,060.88	233,035.64	10,790.01	438.37
Post Office	4,096.85	393.80	2,190.78	468.66	1,104.12	1,360.04
State						
Treasury	2,947.39	5,344.04	2,156.67	5,423.69	3,535.44	1,815.62
War	20,717.00	37,529.00	90,619.00	57,702.00	68,727.00	35,740.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority		1.46	2.69	.90	.28	.84
American Battle Monuments Commission					.96	
Civilian Conservation Corps	.76					
Civil Service Commission	6.72		.42			
Commodity Credit Corporation						
District of Columbia Government	352.06	837.50	767.71	737.21	1,844.07	640.25
Export-Import Bank						
Farm Credit Administration	1.14	14.85	8.74	1.44	2.85	4.71
Federal Communications Commission		5.40		1.92		
Federal Housing Administration		48.25	16.14	1.95	19.48	19.16
Federal Power Commission					18.71	1.02
Federal Reserve Board	137.52	11.76	79.12	71.37	144.18	
Federal Trade Commission	2.10	2.19			6.18	
General Accounting Office		12.00	6.65		9.50	18.92
Government Printing Office						
Home Owners' Loan Corporation			11.34	16.46	21.58	.42
Inland Waterways Corporation	26.85	9.08	298.83	4.03	17.86	154.60
International Boundary Commission, United States and Mexico	21.96	9.18	8.56	20.80	8.00	9.18
Interstate Commerce Commission		.82		4.88	4.44	3.61
Library of Congress						
Maritime Commission	338.51	272.45	422.76	867.90	455.14	385.40
National Advisory Committee for Aeronautics	20.22	2.34	9.60	328.84	159.68	21.37
National Archives				4.49	2.37	
National Labor Relations Board						
National Training School for Boys			22.00	15.00		77.80
Panama Canal	1,251.23	5,206.69	1,304.95	1,953.68	2,479.21	8,427.07
Reconstruction Finance Corporation						1.37
Rural Electrification Administration						
Securities and Exchange Commission				1.46		
Smithsonian Institution	3.33	70.06	73.26	21.12	164.16	20.52
Social Security Board		1.15	50.61	657.70	39.16	46.42
Tariff Commission				1.92	5.76	
Tennessee Valley Authority					156.00	606.48
Veterans' Administration	7,373.71	12,234.33	4,558.00	6,971.31	15,328.52	7,780.74
Works Progress Administration	4,706.31	13,777.25	10,208.30	7,711.52	3,056.45	12,727.63
Total	57,161.40	84,686.43	120,322.09	322,545.09	116,796.22	80,696.36
Percent of grand total	3.89	5.77	8.20	21.97	7.95	5.50

Class No. 38

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$5,854.97	\$5,038.30	\$2,940.32	\$3,355.23	\$2,717.92	\$3,277.65	\$40,546.94	2.76
997.00	485.00	792.00	341.00	1,063.26	567.94	8,521.25	.58
6,834.79	2,207.72	2,160.29	2,454.01	5,528.56	4,487.01	53,453.36	3.64
249.62	1.10	156.58	368.46	62.46	66.68	1,588.40	.11
12,075.04	395.45	53,516.00	91,045.13	14,819.75	262.44	421,451.41	28.70
21,244.02	21,509.87	295.93	994.51	6,823.01	520.88	61,002.47	4.16
3,069.48	4,815.05	4,205.64	3,592.22	2,919.93	842.23	40,667.40	2.77
60,522.00	80,276.66	8,409.27	34,612.42	9,601.00	11,404.28	515,859.63	35.13
			15.29	1.35	.21	23.02	Nil
2.22						3.18	Nil
						.76	Nil
						7.14	Nil
655.42	2,294.49	3,704.87	3,029.58	497.30	1,022.86	16,383.32	1.12
32.43	3.90	4.14	7.19	.24	19.88	101.51	.01
	.21	1.54	2.36	7.21		21.64	Nil
3.36	33.97	39.88	45.79	2.80	43.64	274.42	.02
	1.44		1.32			22.49	Nil
19.49	67.67			46.30		577.41	.04
			10.08	3.93	1.96	26.44	Nil
1.61	39.02	30.06	3.46	23.56	7.26	152.04	.01
2.70	2.20	1.49	3.75	16.00	9.00	84.94	.01
	4.99	193.15	19.96	17.35	156.53	903.23	.06
19.44	45.00	40.42		22.56	79.42	284.52	.02
.73	5.76			.76	3.12	24.12	Nil
	1,060.27	827.18	641.78	608.36	351.48	6,881.83	.47
650.60	9.00		59.52	35.64		646.21	.04
631				1.10		14.27	Nil
39.57	59.52	16.08	43.78	53.28	3.36	330.39	.02
1,305.04	7,057.83	4,988.13	958.28	1,931.13	724.88	37,588.12	2.56
		1.42				2.79	Nil
					.66	.66	Nil
			.68			2.14	Nil
310.38	102.72	.84	64.22	15.94	57.06	903.61	.06
667.09	11.92	85.03	.13	36.99	28.76	964.54	.07
						7.68	Nil
	719.47	440.57	374.33	995.38	901.73	4,193.96	.29
7,844.43	16,313.83	7,735.10	6,899.79	19,577.46	13,384.96	126,002.18	8.58
10,800.37	13,818.79	14,603.26	10,356.09	12,736.69	14,179.59	128,682.25	8.77
132,547.69	156,384.15	105,189.19	159,500.36	80,167.22	52,405.47	1,468,201.67	
9.03	10.65	7.16	10.85	5.46	3.57	100.00	100.00



*Lumber; timber; barrels, boxes, cases, crates—wooden;*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$144,774.02	\$182,418.14	\$123,436.85	\$147,571.56	\$116,113.60	\$239,529.73
Commerce.....	8,111.87	10,943.21	10,935.32	11,488.10	16,633.24	13,946.71
Interior.....	99,418.00	118,881.16	75,830.79	130,319.56	95,072.48	132,808.95
Justice.....						
Labor.....	277.83	465.53	125.31	385.71	183.62	177.52
Navy.....	95,743.52	72,701.13	51,884.24	125,053.77	181,491.81	83,829.89
Post Office.....	3,206.54	952.15	1,064.76	272.48	299.17	2,490.03
State.....	353.17	346.74	96.59	684.57		
Treasury.....	8,380.14	14,794.07	16,191.49	12,009.56	12,037.69	27,721.19
War.....	377,819.00	276,653.00	252,741.00	373,130.00	504,212.00	552,300.00
<b>Independent offices and es-</b>						
<b>tablishments:</b>						
Alley Dwelling Author-			32.31			
ity.....						
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....	124.14	10.38	121.50		72.60	
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....	10,086.36	6,889.43	10,246.98	6,548.80	8,818.61	9,306.61
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....	352.56		219.84	9.35	176.35	95.36
Federal Communications						2.50
Commission.....						
Federal Housing Admin-						
istration.....	407.11	1,121.10	1,641.54	1,244.86	1,513.89	873.01
Federal Power Commis-					4.00	3.94
sion.....						
Federal Reserve Board.....			7.35			
Federal Trade Commis-						
sion.....						
General Accounting						
Office.....	877.01	2,020.61	2.18	473.00		750.00
Government Printing						
Office.....						
Home Owners' Loan						
Corporation.....		78.03	514.91	267.29	720.94	247.50
Inland Waterways Cor-						
poration.....	2,766.33	2,437.49	2,569.33	1,280.77	3,572.29	1,545.53
International Boundary						
Commission, United						
States and Mexico.....	2,137.29	4,617.70	1,841.54	2,020.32	362.77	2,166.29
Interstate Commerce						
Commission.....	22.64	61.40	25.56	11.42	72.21	11.42
Library of Congress.....						
Maritime Commission.....	5,665.24	6,772.47	3,071.39	4,047.12	24,218.00	5,112.43
National Advisory Com-						
mittee for Aeronautics.....	136.05	1,465.10	596.73	7,247.73	1,255.36	4,234.86
National Archives.....	62.33	114.98	54.84	115.95	27.66	
National Labor Rela-						
tions Board.....						
National Training						
School for Boys.....	75.00	415.00	7.00	16.00	188.00	85.65
Panama Canal.....	115,727.75	79,130.53	89,585.46	4,163.60	1,253.54	9,355.87
Reconstruction Finance						
Corporation.....				25.68	27.50	27.50
Rural Electrification Ad-						
ministration.....	107.15	10.56		4.58	2.40	2.88
Securities and Exchange			5.48			
Commission.....						
Smithsonian Institution.....	272.05	999.48	241.30	270.49	626.20	395.34
Social Security Board.....	174.88	253.55	2,081.95	161.40	305.90	311.09
Tariff Commission.....						
Tennessee Valley Au-						
thority.....	22,413.81	34,700.36	20,186.38	14,186.39	31,236.84	47,657.00
Veterans' Administration			4,490.17	3,480.47	8,101.04	11,489.33
Works Progress Admin-						
istration.....	267,909.76	470,504.97	436,191.12	440,131.07	146,624.82	500,827.32
<b>Total.....</b>	<b>1,167,401.55</b>	<b>1,289,728.27</b>	<b>1,066,081.21</b>	<b>1,286,621.60</b>	<b>1,155,224.53</b>	<b>1,647,303.45</b>
<b>Percent of grand total.....</b>	<b>6.27</b>	<b>6.93</b>	<b>5.94</b>	<b>6.91</b>	<b>6.21</b>	<b>8.84</b>

railroad-ties; including manufactured lumber—Class No. 39

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$615,846.14	\$75,104.18	\$95,131.93	\$90,889.44	\$76,485.11	\$137,849.15	\$2,045,149.85	10.98
16,999.00	27,451.00	16,973.00	17,630.00	17,075.77	26,373.73	194,560.95	1.05
186,891.42	116,041.10	66,030.43	108,859.68	199,722.77	150,243.55	1,480,119.89	7.95
1,091.44	431.55	195.39	139.42	241.45	213.03	3,927.80	.02
198,065.43	341,273.64	180,676.30	328,058.88	199,103.56	340,850.01	2,198,732.18	11.81
179.07	4,848.89	344.73	911.64	1,742.67	3,689.00	20,001.13	.12
105.10	164.20	288.39	175.90	263.92	209.84	2,688.42	.01
218,999.84	13,915.89	44,930.27	10,574.58	18,430.88	12,534.12	220,519.72	1.19
1,316,410.00	373,246.28	262,636.76	371,772.66	282,513.00	260,829.75	5,214,303.40	28.02
						32.31	Nil
	72.60			93.00	153.12	647.34	Nil
23,100.67	15,201.24	8,302.31	6,948.89	5,213.76	9,147.17	119,808.83	.64
36.31			8.25	13.79	5.35	917.16	Nil
7.13		216.50		2.50	55.00	283.63	Nil
475.73	120.50	144.27	168.05	650.00	488.97	8,849.03	.05
34.15		3.94		24.00		70.03	Nil
	24.22	106.77	11.31			149.65	Nil
				42.62		42.62	Nil
1,206.44	928.84	443.02	735.00	468.90	832.41	8,737.41	.05
247.93		1.35	335.17	47.42	55.71	2,516.25	.01
3,920.08	1,425.23	5,001.67	2,725.97	2,034.93	1,434.49	30,714.11	.17
3,584.35	2,555.16	7,316.11	3,659.46	3,902.67	7,370.84	41,534.50	.22
31.95	50.32	13.70		92.30		392.92	Nil
				19.00		19.00	Nil
3,615.42	5,829.22	6,371.86	11,638.15	2,945.32	3,544.61	82,831.23	.45
371.82	1,325.00	659.35	202.28	45.28	710.50	18,250.06	.10
407.03		66.40	49.80			898.99	Nil
743.61	191.02		474.83	93.09	300.00	2,589.20	.01
962.70	31,311.94	687.42	37,553.73	47,427.46	51,745.11	468,910.11	2.52
	82.90		248.30			411.88	Nil
.70	35.82		55.90	705.43		925.42	Nil
			1,205.00			1,210.48	.01
1,594.42	97.10	297.00	379.83	1,394.00	358.54	6,896.35	.04
351.53	15.00		23.85	13.25	161.53	3,853.93	.02
17,651.52	41,351.74	58,809.36	91,109.96	33,557.58	34,466.41	447,327.35	2.40
13,548.83	5,141.87	12,314.57	8,345.90	17,211.11	13,456.61	97,579.90	.52
585,727.26	704,743.88	567,239.54	564,548.53	585,590.23	622,484.55	5,892,523.05	31.64
3,022,207.02	1,762,980.28	1,345,202.34	1,659,445.36	1,497,167.37	1,679,563.10	18,618,926.08	
16.24	9.47	7.22	8.91	8.01	9.02	100.00	100.00

*Tools, machine (all kinds of power-driven, including rolling-mill*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$10,770.44	\$14,443.15	\$12,712.29	\$15,083.64	\$11,747.13	\$26,730.49
Commerce.....	605.80	1,425.32	2,138.26	1,721.24	7,544.35	1,776.74
Interior.....	11,595.97	8,745.83	7,780.37	17,986.23	9,966.79	12,661.32
Justice.....						
Labor.....	14.00	17.14	119.93	66.68	32.83	20.94
Navy.....	154,010.05	262,436.66	251,989.43	234,582.15	124,324.76	169,442.20
Post Office.....	6,015.88	19,585.96	6,713.93	3,446.49	6,245.64	12,983.18
State.....						
Treasury.....	1,681.91	3,747.56	4,116.99	4,620.57	3,226.34	7,707.87
War.....	55,018.00	59,357.00	65,018.00	124,368.00	95,557.00	80,397.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....			26.46	7.60		
Commodity Credit Cor- poration.....						
District of Columbia Government.....	475.79	840.16	794.85	767.24	981.91	8,806.59
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....			5.89	6.73		
Federal Housing Admin- istration.....	358.32	191.81	250.70	89.67	239.26	29.07
Federal Power Commis- sion.....		11.55				
Federal Reserve Board.....			13.54			
Federal Trade Commis- sion.....			92.40		13.50	
General Accounting Office.....					6.86	21.42
Government Printing Office.....						
Home Owners' Loan Corporation.....		11.55	7.05	37.60	35.60	
Inland Waterways Cor- poration.....	87.79	206.23	196.49	307.13		185.53
International Boundary Commission, United States and Mexico.....	13.80		1.59	15.75	607.18	14.01
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	530.43	579.02		412.77	1,839.57	375.10
National Advisory Com- mittee for Aeronautics.....	405.46	14.76	507.63	867.67	2,014.20	407.49
National Archives.....	106.25		5.00	65.29		
National Labor Rela- tions Board.....						
National Training School for Boys.....					5.50	2.00
Panama Canal.....	2,036.06	4,542.72	1,496.79	1,184.97	1,418.14	1,390.00
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....	238.64					
Smithsonian Institution.....		6.903	26.00		30.40	
Social Security Board.....				17.93	160.53	617.54
Tariff Commission.....					.72	2.88
Tennessee Valley Au- thority.....	2,720.38	8,567.16	6,301.81	8,079.39	4,610.04	6,698.06
Veterans' Administration.....			1,033.87	1,948.81	832.76	2,412.58
Works Progress Admin- istration.....	33,726.42	7,637.74	36,957.76	50,034.44	15,280.48	68,676.37
Total.....	304,411.39	437,430.35	398,307.03	465,717.99	286,721.49	401,358.38
Percent of grand total.....	5.27	7.57	6.89	8.06	4.96	6.94

and forge-shop); all accessories, outfits, and parts—Class No. 40

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$57,180.71	\$13,940.71	\$10,406.41	\$13,872.99	\$15,695.51	\$15,009.42	\$217,592.89	3.76
6,426.00	1,757.00	1,951.00	1,147.00	2,475.28	351.12	29,319.11	.51
19,977.30	12,705.13	4,290.23	6,631.57	13,777.39	13,024.88	139,143.01	2.41
237.17	8.05	57.93	74.91	32.91	31.83	714.22	.01
427,751.67	266,967.55	258,569.87	279,064.27	384,331.32	273,351.37	3,086,821.30	53.41
5,081.31	15,131.70	8,455.83	5,174.76	2,843.16	4,335.89	96,013.73	1.66
8,238.94	3,727.60	12,438.79	4,635.31	3,451.51	5,366.69	62,960.08	1.09
103,046.00	229,946.37	47,483.64	98,293.07	98,183.00	69,808.00	1,126,475.08	19.48
2.95						3,701	Nil
1,580.96	4,956.11	1,366.29	1,236.74	948.62	603.76	23,359.02	.40
				.75		13.37	Nil
3.99	66.02	77.61	89.20	22.20	28.88	1,446.73	.03
						11.55	Nil
1,700.00						1,713.54	.03
15.75						121.65	Nil
	2.61	2.06	2.09			35.04	Nil
		61.94	121.32		5.76	280.82	Nil
265.59	221.60	241.76		82.89	33.92	1,831.93	.03
36.25	50.65			115.89	15.75	870.87	.01
135.68	350.00	625.60	765.43	1,521.02	792.78	7,927.40	.14
781.21	115.95	346.52	172.64	127.91		5,761.44	.10
4,246.00	113.00	19.00		5.10		4,559.64	.08
4.97	170.45	4.29		172.84		360.05	.01
4,470.18	2,680.70	3,490.65	3,567.11	3,245.15	3,839.45	33,361.92	.58
				27		238.91	Nil
158.98	21.60	8.28	38.00		6.29	358.58	.01
65.57	20.32	71.22	1.92	14.76		969.79	.02
1.94						5.54	Nil
1,729.15	7,092.49	3,675.72	12,502.00	4,821.70	1,412.00	32,209.90	1.60
134.88	1,559.66	2,208.31	4,928.38	405.01	328.43	15,852.69	.27
96,441.43	181,434.70	78,688.87	58,834.97	67,427.23	89,829.47	829,969.88	14.36
739,714.58	743,039.97	434,604.82	491,153.58	599,701.42	478,175.69	5,780,336.69	
12.79	12.85	7.52	8.50	10.37	8.28	100.00	100.00



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$32,458.73	\$37,148.46	\$38,840.07	\$44,540.03	\$34,245.92	\$52,246.16
Commerce.....	1,918.53	2,188.27	1,982.72	2,599.58	2,814.59	2,868.96
Interior.....	30,238.84	24,936.75	18,021.98	33,373.87	23,484.99	25,609.69
Justice.....	-----	-----	-----	-----	-----	-----
Labor.....	165.18	111.60	302.26	217.39	84.73	66.50
Navy.....	263,623.29	97,356.11	195,819.03	28,858.48	26,627.10	27,310.78
Post Office.....	2,070.74	2,639.39	2,092.09	1,840.35	3,509.75	1,389.32
State.....	-----	-----	-----	-----	-----	-----
Treasury.....	3,696.44	3,705.58	6,009.19	6,744.42	4,393.40	5,535.14
War.....	41,433.00	63,118.00	47,143.00	90,644.00	88,761.00	79,815.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	-----	2.93	4.05	1.46	1.75	-----
American Battle Monuments Commission.....	-----	-----	-----	-----	-----	-----
Civilian Conservation Corps.....	-----	-----	-----	-----	-----	-----
Civil Service Commission.....	5.20	-----	.35	36.45	4.68	-----
Commodity Credit Corporation.....	-----	-----	-----	-----	-----	-----
District of Columbia Government.....	849.94	2,375.89	1,247.50	3,180.97	1,794.23	1,184.06
Export-Import Bank.....	-----	-----	-----	-----	-----	-----
Farm Credit Administration.....	4.19	-----	.56	18.63	4.40	1.83
Federal Communications Commission.....	-----	-----	23.77	1.63	9.02	-----
Federal Housing Administration.....	91.44	375.98	346.93	154.93	203.78	82.87
Federal Power Commission.....	-----	-----	-----	10.53	-----	.96
Federal Reserve Board.....	-----	-----	-----	-----	84.80	50.71
Federal Trade Commission.....	1.58	3.62	-----	-----	5.98	.49
General Accounting Office.....	23.98	6.05	-----	5.00	17.70	-----
Government Printing Office.....	2,993.43	2,735.02	2,787.19	2,464.96	3,839.76	-----
Home Owners' Loan Corporation.....	-----	4.20	9.38	32.30	10.23	56.68
Inland Waterways Corporation.....	125.10	284.44	547.62	339.44	152.12	780.68
International Boundary Commission, United States and Mexico.....	47.14	89.02	536.71	367.43	215.30	573.50
Interstate Commerce Commission.....	.11	2.07	.77	5.78	36.00	7.30
Library of Congress.....	-----	-----	-----	-----	-----	-----
Maritime Commission.....	981.12	950.43	391.49	541.03	590.46	625.25
National Advisory Committee for Aeronautics.....	149.57	58.62	81.54	662.20	446.37	120.50
National Archives.....	18.00	1.60	25.28	.85	.90	8.00
National Labor Relations Board.....	-----	-----	-----	-----	-----	-----
National Training School for Boys.....	-----	-----	12.00	7.00	9.36	80.95
Panama Canal.....	6,551.93	11,697.45	3,951.32	2,952.00	3,869.74	4,073.55
Reconstruction Finance Corporation.....	-----	-----	1.02	.34	-----	.76
Rural Electrification Administration.....	-----	2.34	-----	-----	3.75	2.25
Securities and Exchange Commission.....	5.33	4.64	3.46	6.08	5.90	1.97
Smithsonian Institution.....	39.61	178.84	53.00	67.54	59.56	13.00
Social Security Board.....	64.19	38.08	14.63	22.53	19.83	103.71
Tariff Commission.....	-----	-----	-----	-----	-----	5.60
Tennessee Valley Authority.....	-----	7,447.96	4,527.76	4,592.49	4,104.78	1,261.58
Veterans' Administration.....	-----	-----	744.82	1,090.45	10,621.12	2,474.07
Works Progress Administration.....	59,311.86	156,039.64	257,729.50	360,995.91	92,157.78	315,010.81
<b>Total.....</b>	<b>446,868.47</b>	<b>413,502.98</b>	<b>583,250.99</b>	<b>586,376.05</b>	<b>302,190.78</b>	<b>521,362.63</b>
<b>Percent of grand total.....</b>	<b>7.16</b>	<b>6.62</b>	<b>9.34</b>	<b>9.40</b>	<b>4.84</b>	<b>8.35</b>

Class No. 41

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$122,007.49	\$41,957.88	\$43,637.93	\$38,003.44	\$34,883.98	\$51,769.80	\$571,739.89	9.15
4,647.00	2,673.00	1,776.00	1,937.00	3,130.38	3,106.78	31,642.81	.51
31,807.32	23,543.34	10,615.73	20,297.90	25,955.91	30,124.24	298,010.56	4.78
253.29	21.06	82.36	98.83	103.91	185.90	1,698.01	.03
228,119.35	97,153.18	36,261.11	41,806.00	44,852.13	40,481.66	1,123,268.22	18.08
2,985.80	10,393.97	1,414.35	1,198.18	1,808.13	1,398.31	32,800.38	.53
8,234.18	2,878.22	3,432.57	8,276.09	1,485.65	3,945.22	58,336.10	.94
99,370.00	150,556.07	51,660.26	48,126.71	57,557.00	46,277.02	864,461.06	13.85
3.70	4.75			2.66		21.30	Nil
7.44	9.27		14.18	3.72		81.29	Nil
2,356.27	6,204.59	2,227.03	3,221.12	1,655.49	2,064.35	28,361.44	.45
5.57		26.98		1.46	2.45	66.07	Nil
1.30		61.00	.70	10.35		107.77	Nil
174.05	114.18	137.29	160.40	114.80	182.16	2,139.11	.03
	5.09			12.00		28.58	Nil
758.13	135.66	48.52	223.60	47.27	48.30	1,396.99	.02
5.83		1.02	.15	.22	8.56	27.45	Nil
12.47	132.17	2.30	4.14	30.64	20.22	254.67	Nil
2,861.92	1,381.45	1,945.65	1,948.37	3,028.11	1,911.29	27,897.15	.45
4.48	107.31	51.03	27.85	19.97	17.85	244.28	Nil
950.53	648.75	997.90	281.24	324.29	204.48	5,638.59	.09
107.28	249.33	382.30	373.09	690.23	490.30	4,121.63	.07
1.79		2.26	.45		1.72	58.25	Nil
860.27	418.30	14.68				14.68	Nil
		387.25	275.20	1,583.18	1,322.14	8,926.12	.14
75.54	16.42	16.25	87.72	320.98	67.46	2,103.17	.03
157.07	.62	2,582.46		21.55	62.30	2,878.63	.05
3,755.70	8.17	29.52	3.12	.94	5.76	156.82	Nil
	4,170.30	4,474.32	4,277.09	4,255.10	4,324.95	58,353.45	.94
1.85		.79	3.76		8.07	16.59	Nil
	6.50					14.84	Nil
27.60		29.41			6.36	90.75	Nil
114.26	62.70	89.57	761.67	53.19	26.43	1,519.37	.02
96.04	67.10	32.85	118.57	32.10	28.97	638.60	.01
2.94						8.54	Nil
3,767.34	4,162.40	10,773.02	6,246.62	6,014.19	7,849.67	60,747.81	.97
2,776.23	900.05	1,730.17	2,312.49	2,085.22	2,291.63	27,026.25	.43
206,405.01	365,473.12	355,134.00	209,154.80	233,380.98	301,822.15	3,022,615.56	48.43
722,715.04	713,357.95	530,057.85	449,240.48	473,530.73	500,056.80	6,212,510.78	
11.58	11.42	8.49	7.20	7.59	8.01	100.00	100.00

*Hardware (builders';*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$39,942.55	\$46,914.79	\$57,942.27	\$58,714.85	\$59,874.84	\$116,460.10
Commerce.....	3,303.38	4,786.54	2,621.39	6,777.93	5,003.56	5,971.67
Interior.....	32,565.12	35,043.81	31,261.33	44,588.90	33,032.25	69,391.95
Justice.....						
Labor.....	66.20	192.52	128.08	224.33	90.73	135.93
Navy.....	31,523.68	41,533.85	146,305.65	79,491.63	36,992.16	50,377.12
Post Office.....	4,236.18	1,267.84	1,072.04	4,801.44	37.87	641.63
State.....						
Treasury.....	10,714.61	9,270.66	9,751.82	13,627.60	16,668.68	13,748.81
War.....	75,278.00	82,442.00	76,434.00	117,276.00	146,806.00	159,324.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....	7.00	10.77	5.06	2.13		
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....	29.75	7.48	14.25	19.02		
Commodity Credit Cor- poration.....						
District of Columbia Government.....	1,541.45	1,868.10	589.41	5,003.38	846.96	3,567.83
Export-Import Bank.....						
Farm Credit Adminis- tration.....	33.32	22.96	62.70	122.96	92.25	125.53
Federal Communications Commission.....	43.38		11.64	4.91		
Federal Housing Admin- istration.....	93.99	149.30	380.64	265.56	143.58	100.79
Federal Power Commis- sion.....				19.65	1.50	10.71
Federal Reserve Board.....	107.79	211.52	208.15	572.12	524.51	98.10
Federal Trade Commis- sion.....	79.80	28.48			27.00	272.00
General Accounting Of- fice.....	57.28	3.90	29.60	263.93	81.01	1.10
Government Printing Of- fice.....						1,382.08
Home Owners' Loan Corporation.....		196.17	45.05	162.05	71.48	160.27
Inland Waterways Cor- poration.....	280.30	410.02	338.95	433.66	450.34	362.23
International Boundary Commission, United States and Mexico.....	192.96	3,654.79	286.33	2,949.16	1,392.36	1,422.86
Interstate Commerce Commission.....	30.52	30.00	41.51	98.71	.50	135.00
Library of Congress.....	6.04					
Maritime Commission.....	848.63	380.25	404.60	1,202.20	1,170.24	517.10
National Advisory Com- mittee for Aeronautics.....	150.12	396.86	168.81	462.73	880.71	250.97
National Archives.....	61.66	55.50	10.59		4.08	5.19
National Labor Rela- tions Board.....						
National Training School for Boys.....	11.00	15.00	4.00	10.00	4.95	3.73
Panama Canal.....	10,858.19	8,312.98	4,768.19	1,593.70	2,852.07	1,135.61
Reconstruction Finance Corporation.....		8.51	13.88	1.33	32.21	28.18
Rural Electrification Ad- ministration.....	.38		27.50		.48	
Securities and Exchange Commission.....	42.50				6.30	
Smithsonian Institution.....	64.39	41.11	224.30	256.95	61.11	67.11
Social Security Board.....	38.67	493.43	147.67	108.83	37.63	121.84
Tariff Commission.....			17.16			
Tennessee Valley Au- thority.....		4,609.38	5,878.87	7,102.81	4,296.35	5,782.57
Veterans' Administration.....			5,384.59	3,719.04	4,303.88	5,455.09
Works Progress Admin- istration.....	67,174.98	100,708.83	75,864.38	105,195.83	33,017.74	114,433.42
Total.....	279,383.82	343,068.36	420,444.41	455,073.34	348,805.33	551,490.63
Percent of grand total.....	4.94	6.07	7.43	8.04	6.17	9.75

*general)—Class No. 42*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$212,473.01 5,467.00 83,252.56	\$41,049.12 5,799.00 50,847.55	\$69,777.28 7,321.00 44,006.02	\$39,486.71 5,932.00 49,478.75	\$38,663.51 8,014.26 68,354.67	\$47,037.37 5,660.94 57,032.84	\$828,336.40 66,658.67 598,855.75	14.65 1.18 10.60
343.00 71,107.40 828.71	57.41 25,695.70 5,441.04	61.09 155,069.69 137.43	71.21 59,077.04 47.38	335.57 54,200.13	313.02 38,488.92 123.63	2,019.09 789,862.97 18,635.19	.04 13.97 .33
13,723.30 357,008.00	8,225.94 97,647.38	10,867.70 94,933.61	8,736.89 118,457.22	14,030.70 97,128.00	8,514.97 107,230.88	137,881.68 1,529,965.09	2.44 27.01
	82.00		8.75			115.71	Nil
			141.50	33.48	4.15	249.63	Nil
4,425.34	3,212.85	1,794.67	5,649.91	2,282.80	1,713.17	32,495.87	.58
44.64	48.75	4.40	11.39	4.20	9.66	582.76	.01
	8.00			6.96	6.96	81.85	Nil
142.02	82.13	90.27	98.42	274.98	74.15	1,895.84	.03
	1.19		16.57	1.27	20.72	71.61	Nil
40.48	183.47	159.68	211.18	975.32	99.09	3,391.52	.06
128.03						535.31	.01
4.98	132.61	82.44	21.31	62.66	278.21	1,019.03	.02
						1,382.08	.02
431.33	12.75	12.75	91.12	81.39	243.32	1,507.68	.03
226.66	180.32	104.41	131.96	475.73	146.23	3,540.81	.06
3,223.38	1,198.29	2,534.28	4,261.25	9,569.37	3,102.17	33,787.20	.60
29.00		4.07	4.09	29.50	33.60	436.50	.01
12.80						18.84	Nil
848.34	635.10	198.48	880.38	1,682.98	1,345.29	10,114.59	.18
467.67	88.65	629.38	163.92	243.92	153.25	4,056.99	.07
159.01	2.20	2.72	181.28	7.85	1.68	491.76	.01
44.49	33.06	101.87	19.57	81.06	10.60	339.33	.01
1,427.62	1,327.73	7,722.88	3,577.61	4,174.88	4,604.37	52,355.83	.93
21.02	29.53	24.03	7.99	31.74	51.50	249.92	Nil
				1.20		29.56	Nil
11.69		9.62	13.97	19.10	6.75	109.93	Nil
85.67	32.49	99.01	9.75	97.89	168.03	1,207.84	.02
180.62	60.71	18.17	24.52	105.88	46.40	1,384.37	.02
						17.16	Nil
4,848.64	3,308.35	5,349.39	5,303.59	16,373.55	10,882.95	73,727.45	1.30
7,478.65	3,097.10	7,175.03	6,854.04	9,312.93	7,361.90	60,145.25	1.06
131,377.94	164,159.16	142,492.86	167,493.31	155,752.87	141,486.38	1,399,157.70	24.75
899,863.00 15.91	412,679.58 7.30	550,775.26 9.74	476,464.58 8.42	482,410.35 8.52	436,256.10 7.71	5,656,714.76 100.00	100.00



*Bolts, nuts, rivets, screws,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$11,793.13	\$16,333.17	\$12,781.38	\$14,849.94	\$11,598.30	\$18,291.66
Commerce.....	1,389.77	3,278.02	1,042.37	1,949.52	1,487.28	1,671.88
Interior.....	10,076.87	7,384.84	6,294.92	11,144.52	13,099.99	8,576.16
Justice.....						
Labor.....	26.97	57.93	69.60	9.95	43.53	34.39
Navy.....	44,833.64	23,845.77	7,430.98	253,025.12	21,137.23	19,713.32
Post Office.....	1,980.77	296.93	180.19	571.58	431.72	325.10
State.....						
Treasury.....	2,473.91	3,231.43	2,184.18	5,194.13	1,894.94	2,845.13
War.....	28,856.00	27,951.00	21,553.00	39,222.00	29,457.00	47,879.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....			7.49			
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	340.70	686.92	318.23	173.99	332.89	947.88
Export-Import Bank.....						
Farm Credit Administra- tion.....			.34	1.33		.47
Federal Communications Commission.....						
Federal Housing Admin- istration.....	20.52	111.57	81.99	25.94	60.73	15.33
Federal Power Commis- sion.....						
Federal Reserve Board.....				.96		
Federal Trade Commis- sion.....						
General Accounting Of- fice.....	1.93				1.65	1.86
Government Printing Office.....						
Home Owners' Loan Corporation.....			3.85	26.34	25.53	1.50
Inland Waterways Cor- poration.....	69.05	368.35	318.22	533.37	298.44	508.80
International Boundary Commission, United States and Mexico.....	22.61	32.23	158.37	102.76	212.25	74.38
Interstate Commerce Commission.....	3.01	.75				
Library of Congress.....						
Maritime Commission.....	219.15	156.83	260.99	644.97	522.69	217.44
National Advisory Com- mittee for Aeronautics.....	223.78	63.37	48.48	281.72	419.31	21.93
National Archives.....	17.67	5.35	1.96	2.82	5.91	
National Labor Rela- tions Board.....						
National Training School for Boys.....	35.00	20.00	25.00	5.00	43.00	
Panama Canal.....	8,826.39	7,907.00	20,672.40	674.81	3,080.34	1,305.78
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....			.14			.32
Smithsonian Institution.....	23.33	82.10	2.83	52.78	156.35	
Social Security Board.....		14.36	49.78	13.34	17.07	7.86
Tariff Commission.....						
Tennessee Valley Au- thority.....		2,247.75	1,117.97	2,902.84	1,477.70	4,031.35
Veterans' Administration.....			532.59	1,073.91	827.16	606.79
Works Progress Admin- istration.....	5,200.68	12,272.30	8,893.29	9,863.00	3,328.17	9,668.28
Total.....	116,434.88	106,347.97	84,030.54	342,346.64	89,959.18	116,746.61
Percent of grand total.....	6.52	5.96	4.72	19.18	4.99	6.54

washers—Class No. 43

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$28,976.41 1,701.00 7,597.22	\$9,196.42 1,472.00 7,501.84	\$12,271.20 952.00 7,572.15	\$9,973.39 715.00 8,330.19	\$8,594.53 1,151.73 12,255.05	\$11,217.70 1,337.16 11,396.79	\$165,877.23 18,147.73 111,230.54	9.29 1.02 6.22
142.88 13,226.97 324.44	16.02 20,642.59 1,457.68	35.38 121,342.58 44.88	27.92 143,095.56 253.98	69.81 68,900.46 363.41	77.08 71,837.80 151.48	611.46 809,032.02 6,382.16	.03 45.33 .36
5,366.53 64,378.00	3,531.23 28,998.03	9,770.99 20,017.13	3,725.41 24,876.75	2,585.75 26,406.00	3,490.85 24,978.00	46,294.48 384,571.91	2.59 21.54
						7.49	Nil
496.42	900.74	841.06	412.16	432.44	601.14	6,484.57	.36
			.55			2.69	Nil
15.57	42.50	50.35	58.20	27.94	35.38	546.02	.03
		5.85				6.81	Nil
	3.41	.50	.43	1.25		11.03	Nil
2.32		50.10		.55	4.80	115.02	.01
195.57	269.63	544.07	228.65	163.03	101.96	3,599.14	.20
424.30	353.70	117.23	50.76	302.55	356.75	2,207.89	.12
		1.35				5.11	Nil
480.90	75.43	28.67	278.11	1,039.68	804.87	4,729.73	.26
191.11 12.16	79.89	733.69	43.78	103.26 1.40	20.40 .46	2,233.72 47.73	.12 Nil
14.45 2,332.22		7.45 1,781.04	2.90 1,823.77	13.06 2,177.94	.80 3,931.71	166.69 56,015.98	.01 3.14
	8.34	.18	2.23	.90	16.20	27.85	Nil
						.46	Nil
4.07 23.19	30.74 138.48		.80 1.75		5.54 18.87	358.54 295.86	.02 .02
1,541.41 558.41	2,677.92 605.62	4,248.61 789.69	3,333.73 572.15	3,403.31 1,009.41	3,819.58 513.60	30,802.17 7,089.30	1.73 .40
12,946.05	24,187.91	10,711.49	9,854.30	10,437.63	11,263.39	128,626.49	7.20
140,954.63 7.90	103,692.70 5.81	191,927.89 10.75	207,662.47 11.64	139,442.00 7.81	145,982.31 8.18	1,785,527.82 100.00	

*Pipe tubes, tubing (non*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$23,093.41	\$35,151.15	\$33,009.71	\$61,339.51	\$82,990.44	\$95,275.05
Commerce.....	8,009.61	2,015.57	2,263.50	5,874.47	2,476.00	3,312.24
Interior.....	61,190.11	76,079.14	57,522.33	189,939.62	82,858.41	85,376.30
Justice.....						
Labor.....	.50	3.79	47.66	9.58	290.56	
Navy.....	426,768.79	237,374.09	289,233.43	47,416.50	107,634.30	74,196.10
Post Office.....			49.60		17.61	
State.....						
Treasury.....	2,677.79	2,984.51	1,159.40	4,096.57	3,016.96	2,719.43
War.....	163,811.00	109,496.00	136,378.00	107,773.00	128,535.00	157,300.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	13,335.35	17,539.47	15,114.79	24,574.70	57,913.06	11,674.08
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....		55.00		3.97	300.29	
Federal Power Commis- sion.....				75.00		
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....			12			
Government Printing Office.....						
Home Owners' Loan Corporation.....			4.85		6.44	
Inland Waterways Cor- poration.....	18.57	983.48	181.54	33.31	44.00	356.92
International Boundary Commission, United States and Mexico.....	1,030.81	411.54	743.62	153.36	366.47	387.64
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....		195.60	249.57	584.39	480.45	145.70
National Advisory Com- mittee for Aeronautics.....	74.03	44.00	93.41	774.81	112.29	269.21
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....	47.00		86.00	20.00	112.00	64.02
Panama Canal.....	12,602.66	13,484.79	24,213.27	1,039.62	5,225.58	1,435.26
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	20.86	102.00	135.52		405.16	
Social Security Board.....		97.20	260.40		97.20	67.90
Tariff Commission.....						
Tennessee Valley Au- thority.....		15,487.55	61,796.62	26,876.41	70,813.48	11,436.90
Veterans' Administration.....			2,827.98	5,795.81	4,749.08	8,973.41
Works Progress Admin- istration.....	333,353.14	841,874.24	843,040.58	918,447.21	251,273.87	935,156.65
Total.....	1,046,033.63	1,353,379.12	1,468,411.90	1,394,827.84	799,718.65	1,388,146.81
Percent of grand total.....	5.68	7.34	7.97	7.57	4.34	7.53

*flexible)*—Class No. 44

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$276,552.95	\$25,923.55	\$27,678.70	\$27,185.85	\$17,206.67	\$27,242.93	\$732,649.92	3.98
9,032.00	10,960.00	5,907.00	4,603.00	13,956.30	13,134.18	81,543.87	.44
117,962.80	60,421.34	54,841.45	92,541.50	96,459.81	67,543.97	1,042,736.78	5.66
4.99		23.40		3.75	58.32	442.55	Nil
203,303.08	101,686.00	230,796.10	182,213.32	287,887.89	196,202.56	2,384,712.16	12.95
						67.21	Nil
3,355.94	1,355.65	2,476.23	3,034.57	5,071.12	1,558.75	33,506.92	.18
367,833.00	105,749.98	102,149.05	124,678.92	198,228.00	137,239.00	1,839,170.95	9.98
17,935.39	24,706.59	74,643.88	20,924.59	18,685.38	23,747.43	320,794.71	1.74
29.48				19.76		408.50	Nil
						75.00	Nil
	19.81		6.00			25.93	Nil
						11.29	Nil
187.43	319.85	527.57	105.85	127.00	78.97	2,964.49	.02
1,100.31	159.08	1,114.49	287.77	1,154.12	132.88	7,042.09	.04
1,007.65	9,999.70	1,685.38	1,685.45	398.37	1,006.17	17,438.43	.09
272.42	323.41	254.43	12.47	24.80	97.67	2,352.95	.01
			2.00			2.00	Nil
465.30	30.78	12.74	178.18	8.63	172.00	1,196.65	.01
4,914.36	2,100.37	8,014.36	8,195.98	44,308.85	5,884.50	131,419.60	.71
2.91		2.70				5.61	Nil
					1.73	1.73	Nil
			.70			.70	Nil
235.81	187.85	270.46		135.38		1,493.04	.01
207.70	113.29				.40	844.09	Nil
21,136.27	22,179.02	47,162.11	28,506.02	26,267.70	34,279.54	365,941.62	1.99
19,488.76	2,382.62	10,463.09	5,233.25	15,523.08	14,326.27	89,763.35	.49
1,532,772.65	2,269,006.61	803,834.45	782,644.91	857,138.30	1,000,286.84	11,368,829.45	61.70
2,577,801.20	2,637,625.50	1,371,857.59	1,282,040.33	1,582,604.91	1,522,994.11	18,425,441.59	
13.98	14.32	7.45	6.96	8.59	8.27	100.00	100.00



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$5,373.31	\$18,178.90	\$8,242.27	\$13,435.20	\$11,950.27	\$19,134.86
Commerce.....	1,748.20	2,166.36	2,152.09	2,735.56	1,913.88	2,839.13
Interior.....	23,591.01	17,288.21	31,120.56	38,290.98	41,638.76	34,911.74
Justice.....						
Labor.....	49.88	120.10	31.54	52.07	530.30	25.87
Navy.....	109,975.09	180,912.48	75,377.84	190,188.46	256,529.14	59,780.39
Post Office.....						
State.....						
Treasury.....	6,441.39	5,128.23	5,818.29	4,691.42	7,092.49	15,640.42
War.....	43,243.00	55,433.00	63,217.00	70,722.00	93,992.00	82,794.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	5,698.34	9,386.07	86,824.27	12,870.98	14,807.95	6,908.92
Export-Import Bank.....						
Farm Credit Administra- tion.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....	.20	1.01	183.22	9.02	327.14	6.97
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Of- fice.....						
Government Printing Of- fice.....						
Home Owners' Loan Cor- poration.....			66.67			
Inland Waterways Cor- poration.....	239.94	2,524.27	684.79	247.46	499.01	321.82
International Boundary Commission, United States and Mexico.....	323.82	251.30	179.96	104.66	540.75	536.36
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	740.75	822.72	399.30	1,449.94	493.26	580.30
National Advisory Com- mittee for Aeronautics.....	71.13	48.68	43.96	508.92	265.00	285.89
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....	23.00	60.00	25.00	108.00	59.00	65.00
Panama Canal.....	8,702.48	6,239.02	14,183.59	2,049.86	1,533.48	4,385.02
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	5.10	79.41	5.00	301.29	230.49	63.20
Social Security Board.....	8.00	.14	8.92	17.50	.28	23.00
Tariff Commission.....						
Tennessee Valley Au- thority.....	7,532.93	2,775.70	724.01	4,184.94	10,275.13	6,742.25
Veterans' Administration.....			6,768.92	4,485.61	9,336.87	7,788.40
Works Progress Admin- istration.....	49,073.15	89,946.01	83,353.67	51,190.63	35,387.31	88,361.68
<b>Total.....</b>	<b>262,841.32</b>	<b>391,361.61</b>	<b>379,410.87</b>	<b>397,644.50</b>	<b>517,402.51</b>	<b>331,195.22</b>
<b>Percent of grand total.....</b>	<b>5.62</b>	<b>8.37</b>	<b>8.11</b>	<b>8.50</b>	<b>11.07</b>	<b>7.08</b>

Class No. 45

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$46,071.15	\$9,858.68	\$13,436.57	\$10,478.26	\$8,520.41	\$15,733.05	\$180,412.93	3.86
3,419.00	3,811.00	3,927.00	2,605.00	4,544.54	4,247.70	36,109.46	.77
44,121.14	21,257.26	23,301.17	31,566.14	37,817.824	41,855.67	386,760.46	8.26
147.64	103.79	32.20	.44	11.80	10.16	1,115.79	.02
30,065.99	137,871.67	47,205.85	119,391.48	176,751.82	78,610.00	1,492,660.21	31.92
				8.18		8.18	Nil
7,553.83	5,232.81	15,284.62	8,123.54	11,812.02	6,173.05	98,992.11	2.12
233,717.00	61,653.77	49,948.37	79,605.67	83,273.00	66,791.00	989,389.81	21.17
9,877.12	4,924.27	13,049.35	10,685.13	7,671.35	9,042.56	191,746.31	4.10
2.15						529.71	.01
8.27	9.67	.15	.79	13.66	.57	33.11	Nil
			1.82			67.99	Nil
559.24	520.57	137.08	367.26	1,073.76	410.44	7,885.64	.17
93.46	367.15	281.18	37.74	163.44	149.92	3,034.74	.06
1,711.63	326.08	301.30	475.80	1,093.26	763.99	9,158.33	.20
235.43	119.30	69.93	73.55	93.19	215.51	2,020.49	.04
87.14	108.40	39.82	88.11	35.54	79.46	778.47	.02
3,412.11	3,254.88	3,711.92	3,488.53	5,681.33	4,288.29	60,930.51	1.30
		3.99				3.99	Nil
57.32	141.68	91.01		127.35	156.24	1,258.09	.03
		10.59		1.10		70.13	Nil
2,677.85	12,293.03	9,554.60	14,615.37	7,291.91	10,965.55	89,633.32	1.92
12,141.70	4,436.20	16,461.21	12,689.49	16,401.81	12,663.68	103,173.89	2.21
109,020.09	100,421.59	103,015.74	131,372.91	76,417.79	98,621.34	1,021,181.91	21.82
503,934.26	366,711.85	305,163.65	425,666.53	438,805.08	350,778.18	4,676,955.58	
10.90	7.84	6.53	9.10	9.38	7.50	100.00	100.00

*Metal in bars (flat, hexagon, octagon, round,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$13,182.01	\$17,007.89	\$13,887.16	\$18,655.04	\$16,198.69	\$28,381.30
Commerce.....	2,574.19	2,372.04	2,212.89	3,902.27	2,045.85	3,574.69
Interior.....	180,111.96	153,250.25	112,207.49	152,074.86	74,299.07	105,451.53
Justice.....						
Labor.....	66.60	69.08	107.05	42.72	50.20	4.80
Navy.....	210,810.94	494,970.11	598,853.16	604,605.00	1,640,265.08	215,329.86
Post Office.....	129.03	774.51	12,851.70	21,526.34	4,957.48	209.82
State.....						
Treasury.....	90,266.91	79,713.54	10,515.29	41,745.97	3,392.31	1,189.12
War.....	101,922.00	326,326.00	158,169.00	110,908.00	276,012.00	112,556.00
<b>Independent offices and es-</b>						
<b>tablishments:</b>						
Alley Dwelling Author-						
ity.....						
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....						
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....	5,842.32	1,160.81	2,581.07	9,423.13	11,928.00	3,453.54
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....						
Federal Communications						
Commission.....						
Federal Housing Admin-						
istration.....		13.00		27.64	3.95	1.10
Federal Power Commis-						
sion.....						
Federal Reserve Board						
Federal Trade Commis-						
sion.....						
General Accounting						
Office.....		2.52				
Government Printing						
Office.....	4,496.50	2,600.00	524.00	1,093.25	3,814.82	
Home Owners' Loan						
Corporation.....						
Inland Waterways Cor-						
poration.....	72.76	815.12	51.42	642.55	25.14	150.96
International Boundary						
Commission, United						
States and Mexico.....	277.06	2,035.94	62.66	554.91	161.58	306.39
Interstate Commerce						
Commission.....						
Library of Congress.....						
Maritime Commission.....	138.81	110.94	71.03	27.57	638.10	25.00
National Advisory Com-						
mittee for Aeronautics.....	337.74	985.59		1,620.44	426.60	489.32
National Archives.....	164.85					1.20
National Labor Rela-						
tions Board.....						
National Training						
School for Boys.....				17.00	20.00	128.02
Panama Canal.....	29,532.48	6,577.20	52,429.13	1,170.26	3,023.18	1,825.99
Reconstruction Finance						
Corporation.....						
Rural Electrification Ad-						
ministration.....						
Securities and Exchange						
Commission.....						
Smithsonian Institution	17.00	56.14	29.50	40.30	47.12	86.38
Social Security Board.....		22				
Tariff Commission.....						
Tennessee Valley Au-						
thority.....			2,034.59		7,254.03	4,363.66
Veterans' Administration			729.93	825.89	1,660.49	2,150.06
Works Progress Admin-						
istration.....	143,826.81	173,850.81	269,989.50	147,058.07	43,469.59	201,747.73
<b>Total.....</b>	<b>783,769.97</b>	<b>1,262,691.71</b>	<b>1,237,305.57</b>	<b>1,115,961.21</b>	<b>2,080,693.28</b>	<b>681,426.47</b>
<b>Percent of grand total.....</b>	<b>5.26</b>	<b>8.48</b>	<b>8.31</b>	<b>7.49</b>	<b>14.03</b>	<b>4.56</b>

square); billets, ingots, pigs, slabs—Class No. 46

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$64,940.87	\$11,236.30	\$18,106.42	\$13,515.16	\$21,047.64	\$36,945.17	\$273,103.65	1.83
4,521.00	6,269.00	1,551.00	2,781.00	4,146.73	2,562.72	38,513.38	.26
104,462.85	109,614.18	82,248.23	408,391.12	109,816.92	77,551.69	1,669,480.15	11.21
196.31	74.33	20.46	51.39	179.12	83.09	945.15	.01
327,615.99	1,000,501.49	376,359.49	669,009.86	254,728.92	250,830.57	6,643,880.47	44.61
233.54		13.33			1,204.32	41,900.07	.28
38,300.09	6,013.67	90,504.87	4,165.72	41,278.10	107,933.09	515,018.68	3.46
514,499.00	178,294.38	319,841.33	227,906.91	265,441.00	192,837.00	2,834,712.62	19.03
13,540.00	7,965.35	24,928.36	2,748.73	5,741.60	3,278.19	92,591.10	.62
				1.00		1.00	Nil
	1.56	1.92	2.28	7.80	7.42	66.67	Nil
						2.52	Nil
3,294.00	1,143.25	3,181.51		1,166.25	718.52	22,032.10	.15
			9.00			9.00	Nil
77.79	41.92	29.07	140.58	131.69	204.06	2,383.06	.02
103.09	3,747.38	4,422.09	1,336.92	3,908.87	3,469.57	20,386.46	.14
				252.89	211.84	1,476.18	.01
186.92	748.48	449.74	367.74	26.50		5,639.07	.04
			2.40			168.45	Nil
414.90	20.24		2.60		5.19	607.95	Nil
1,960.19	12,037.50	473.39		479.49	4,334.35	113,843.16	.76
120.91		6.86	136.86	21.86		562.93	Nil
			.31			.53	Nil
2,158.81	43,949.61	54,565.14	12,209.79	13,148.91	26,305.57	170,990.11	1.15
2,297.37	1,076.19	3,880.38	2,414.64	3,018.48	2,409.25	20,462.68	.14
218,686.72	290,517.60	269,847.18	237,316.45	232,571.17	196,445.41	2,425,327.04	16.28
1,297,610.35	1,678,252.43	1,250,430.77	1,632,509.46	957,114.94	907,337.02	14,894,104.18	
8.72	11.28	8.39	10.96	6.43	6.09	100.00	100.00



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$12,921.09	\$10,677.03	\$13,439.77	\$10,828.87	\$8,949.15	\$21,600.24
Commerce.....	1,565.41	1,483.80	922.56	4,521.48	679.35	2,775.38
Interior.....	25,246.75	18,678.63	8,112.18	17,721.51	49,055.80	6,758.96
Justice.....						
Labor.....	17.85	18.34	178.55	39.56	.15	25.00
Navy.....	822,300.49	1,010,951.83	1,129,856.38	310,256.53	211,992.68	113,119.35
Post Office.....	4,901.75	243.21	4,645.00	230.97		4,540.00
State.....						
Treasury.....	1,490.30	1,910.73	1,329.32	2,593.01	3,574.96	8,955.71
War.....	120,390.00	192,964.00	66,065.00	88,219.00	252,580.00	135,051.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	939.21	2,704.43	251.35	746.70	1,000.29	12,168.00
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....		89.75		36.60		
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						3.20
Inland Waterways Cor- poration.....	32.79	516.40	226.13	54.14	122.10	1,219.69
International Boundary Commission, United States and Mexico.....	132.74	364.22	118.34	10.06	244.77	30.41
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	66.10	146.66	33.33	383.00	104.96	80.00
National Advisory Com- mittee for Aeronautics.....	227.00		503.41	638.40	418.85	653.89
National Archives.....				2.14	1.70	
National Labor Rela- tions Board.....						
National Training School for Boys.....				13.00		42.36
Panama Canal.....	13,245.80	46,980.29	106,208.00	2,258.72	26,997.84	65.64
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....		336.32			76.50	231.26
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....		625.82	2,285.83	29,803.55	11,433.15	9,328.15
Veterans' Administration.....			468.25	749.33	711.75	625.60
Works Progress Admin- istration.....	9,532.89	13,714.17	14,630.02	18,006.22	3,240.09	19,095.94
<b>Total.....</b>	<b>1,013,010.17</b>	<b>1,302,405.63</b>	<b>1,349,271.42</b>	<b>487,112.79</b>	<b>571,184.09</b>	<b>336,369.78</b>
<b>Percent of grand total.....</b>	<b>10.99</b>	<b>14.14</b>	<b>14.64</b>	<b>5.29</b>	<b>6.20</b>	<b>3.65</b>

sheets—Class No. 47

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$34,289.05 3,180.00 13,364.48	\$11,249.20 3,078.00 14,461.07	\$12,416.68 1,474.00 38,704.01	\$9,027.44 993.00 19,389.70	\$10,645.82 2,550.11 25,236.79	\$22,515.25 1,942.19 33,408.14	\$178,559.59 25,165.28 270,138.02	1.94 .27 2.93
290.19 258,892.09 9,161.30	420,126.39	210,882.23 34.56	28.50 120,784.23	369,327.71	39.20 454,642.98 214.51	644.34 5,433,132.89 23,971.30	.01 58.98 .26
4,954.38 949,052.00	2,798.12 301,881.47	15,804.68 59,367.83	3,098.21 104,258.48	836.61 205,994.00	3,912.20 99,438.00	51,258.13 2,575,260.78	.58 27.95
3,045.96	1,788.46	674.86	317.33	1,150.24	3,362.36	28,149.19	.31
				4.90	49.30	180.55	NIL
			2.22	1.53	1.92	5.67	NIL
14.76	93.73	16.50			1.00	129.19	NIL
188.85	3,483.23	280.79	148.95	627.21	21.13	6,021.41	.06
417.67	171.02	925.49	233.38	231.64	326.59	3,206.33	.03
				13.85	116.99	944.89	.01
111.09 900.00	673.93	224.33		471.59	944.32	4,866.81 903.84	.05 .01
5,628.54	15.62 15.14	11,038.64	3,524.00	6,887.65	10,361.54	70.98 233,211.50	NIL 2.53
				100.00		100.00	NIL
	119.54			48.40		812.02	.01
8,709.32 4,011.49	2,345.81 1,640.03	4,593.41 2,560.64	15,541.10 1,744.94	4,558.18 1,139.32	4,963.66 2,515.28	94,187.98 16,166.63	1.02 .18
19,121.62	17,077.94	23,603.06	53,777.67	41,186.09	33,151.85	266,137.56	2.89
1,315,341.79 14.25	781,018.70 8.48	382,601.61 4.15	332,869.15 3.61	671,011.64 7.28	671,928.41 7.29	9,214,125.18 100.00	100.0

*Metal shapes (angles, channels, half-rounds, I-beams,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$11,346.94	\$8,267.40	\$19,818.13	\$3,911.43	\$22,765.47	\$63,378.51
Commerce.....	1,522.76	4,026.40	3,100.90	8,895.89	1,923.82	5,877.84
Interior.....	55,715.79	1,482,405.68	18,918.92	100,172.72	497,331.67	39,816.69
Justice.....						
Labor.....	19.67			2.62	2.02	
Navy.....	42,089.41	8,618.41	38,476.84	272,343.91	15,171.19	46,755.39
Post Office.....						
State.....						
Treasury.....	710.13	1,127.92	4,938.42	1,809.34	1,102.19	1,149.34
War.....	175,969.00	116,364.00	97,001.00	318,968.00	89,185.00	173,837.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	838.55	101.80	30.08	425.93	312.22	579.07
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....					12.18	
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						22.20
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						4.20
Inland Waterways Corporation.....	403.55		320.88	151.68	87.31	2,478.29
International Boundary Commission, United States and Mexico.....	1,516.00	554.34	6,800.39	650.61	1,186.75	616.55
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	243.50	102.77	361.66		4,638.37	13,278.00
National Advisory Committee for Aeronautics.....	137.38	67.71		137.97	3.00	1,733.60
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....						
Panama Canal.....	6,410.57	7,148.51	257.93	229.42	7,744.96	13,385.81
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	19.80	4.22			109.68	38.60
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....		12,702.10	23,938.47	27,338.81	177,026.30	162,957.48
Veterans' Administration.....			4,045.46	489.07	5,445.27	1,427.57
Works Progress Administration.....	33,481.31	97,430.62	204,544.52	48,521.48	158,973.01	48,703.52
<b>Total.....</b>	<b>330,361.36</b>	<b>1,811,915.88</b>	<b>422,553.60</b>	<b>789,048.88</b>	<b>983,020.41</b>	<b>576,039.66</b>
<b>Percent of grand total.....</b>	<b>3.28</b>	<b>18.01</b>	<b>4.20</b>	<b>7.85</b>	<b>9.78</b>	<b>5.73</b>

tees, zeos, etc.); structural metal—Class No. 48

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$103,458.21	\$41,751.01	\$82,409.12	\$13,705.86	\$7,746.37	\$18,297.94	\$347,850.39	3.46
1,745.00	2,705.00	6,906.00	7,538.00	7,639.12	2,265.28	54,146.01	.54
49,290.18	99,555.36	237,580.47	48,082.49	61,447.24	35,553.46	2,725,870.67	27.12
	.28	7.76	7.49	2.48	22.44	64.76	Nil
77,384.72	94,456.08	151,481.25	374,303.47	79,843.81	246,263.00	1,520,187.48	15.13
	13.09	13.09			17.69	30.78	Nil
509.99	23,011.95	598.51	7,198.31	1,111.58	762.04	44,029.72	.44
120,760.00	133,883.47	409,134.99	269,510.07	518,693.00	116,776.00	2,540,081.53	25.27
50.70	602.40			498.17	380.40	3,519.32	.04
48.50						60.68	Nil
						22.20	Nil
						4.20	Nil
	54.22	890.88	62.52			4,449.33	.04
3,526.94	18.24	186.22	1,526.48	12,695.91	3,147.04	32,425.47	.32
				68.22		18,692.52	.18
80.11	190.56	102.65	95.92	103.16	249.83	2,901.89	.03
9.61						9.61	Nil
1,786.16	6,123.28	42,868.75	5,678.79	11,879.34	8,450.47	111,963.99	1.11
63.00			8.71			244.01	Nil
348,171.66	375,709.93	132,786.28	93,599.93	62,084.90	69,744.11	1,486,059.97	14.78
2,537.37	1,302.52	2,036.52	1,825.84	3,113.28	2,857.03	25,079.93	.25
112,011.87	121,365.17	105,452.84	91,225.23	40,724.97	74,708.69	1,137,080.23	11.32
821,434.02	900,729.47	1,118,455.33	914,369.11	807,651.55	579,495.42	10,055,074.69	100.00
8.17	8.96	11.13	9.10	8.03	5.76	100.00	



*Aircraft; aeronautic apparatus; and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$41. 32	\$21. 22	\$68. 78	\$101. 55	\$14. 00	\$8, 389. 97
Commerce.....	11, 125. 92	13, 942. 27	4, 091. 69	119, 343. 08	709. 77	55, 084. 41
Interior.....		375. 63	7. 92			
Justice.....						
Labor.....		. 15				
Navy.....	2, 882, 247. 80	2, 340, 009. 18	11, 995, 601. 95	761, 880. 15	453, 799. 33	324, 461. 63
Post Office.....						
State.....						
Treasury.....	46, 181. 86	45, 944. 42	42, 140. 99	37, 753. 71	26, 957. 72	21, 694. 14
War.....	3, 624, 226. 00	2, 758, 705. 00	1, 972, 479. 00	1, 509, 722. 00	978, 171. 00	4, 812, 809. 00
Independent offices and establishments:						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....						
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Committee for Aeronautics.....	9, 577. 16	12, 858. 90	1, 621. 26	1, 347. 46	4, 321. 32	4, 096. 34
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....						
Panama Canal Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....			3, 091. 45	174. 69	147. 11	
Veterans' Administration.....						
Works Progress Administration.....		46. 50	120. 95	53. 18	21. 00	23. 00
Total.....	6, 573, 400. 06	5, 111, 903. 27	14, 019, 223. 99	2, 420, 375. 82	1, 464, 141. 25	5, 226, 558. 49
Percent of grand total.....	11. 76	9. 26	25. 10	4. 34	2. 62	9. 37

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[illegible]

*Foundry apparatus; and all accessories,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive department:</b>						
Agriculture.....	\$1,304.72	\$578.34	\$156.67	\$1,025.41	\$203.84	\$689.54
Commerce.....	30.46	118.73	90.26	201.32	493.98	132.96
Interior.....	710.18	356.13	513.92	880.63	752.94	488.68
Justice.....						
Labor.....						
Navy.....	9,211.00	19,742.33	3,803.00	11,616.40	3,923.25	12,835.00
Post Office.....						
State.....						
Treasury.....	777.48	414.00	67.00	1,899.00	1,833.73	1,417.24
War.....	2,862.00	7,053.00	17,128.00	16,100.00	20,018.00	25,034.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia government.....	164.95				63.00	230.80
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....		65.31	159.52	110.22	115.21	504.96
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....		20.00	162.00			
Panama Canal.....	1,980.08	6,459.00	2,409.71	1,134.59	2,402.81	4,035.74
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....						
Veterans' Administration.....				50.59	46.30	
Works Progress Administration.....	16.50	28.10	2,321.90	6.00		
<b>Total.....</b>	<b>17,057.37</b>	<b>34,834.94</b>	<b>26,811.98</b>	<b>33,024.16</b>	<b>29,853.06</b>	<b>45,368.92</b>
<b>Percent of grand total.....</b>	<b>3.92</b>	<b>8.00</b>	<b>6.16</b>	<b>7.58</b>	<b>6.85</b>	<b>10.42</b>

[illegible]



*Acids; chemicals; drugs; gases; soaps; abrasive materials;*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$38,495.08	\$52,807.32	\$53,237.91	\$51,721.10	\$107,798.04	\$96,394.67
Commerce.....	9,607.02	13,075.11	8,354.96	9,145.72	8,788.57	12,407.42
Interior.....	30,483.20	36,320.01	27,604.30	37,188.52	36,031.93	59,860.91
Justice.....						
Labor.....	1,073.84	1,026.62	330.16	560.48	504.56	782.31
Navy.....	140,718.45	263,075.57	432,397.47	167,862.36	102,509.02	140,918.08
Post Office.....	5,002.19	2,358.80	5,519.79	2,792.96	2,726.63	3,299.63
State.....				50.64	191.14	
Treasury.....	81,971.16	116,605.41	73,656.12	101,900.23	80,719.92	89,500.43
War.....	116,936.00	156,995.00	146,152.00	268,326.00	138,363.00	316,684.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....				1.90	1.42	
American Battle Monuments Commission.....						.89
Civilian Conservation Corps.....						
Civil Service Commission.....	161.54	1.37	28.64		11.88	19.64
Commodity Credit Corporation.....						
District of Columbia Government.....	10,891.90	12,983.65	2,446.24	10,529.57	4,541.94	8,551.02
Export-Import Bank.....						
Farm Credit Administration.....	163.09	67.68	119.47	73.38	150.34	146.99
Federal Communications Commission.....	59.12	23.03	5.58	9.20	14.02	63.90
Federal Housing Administration.....	12.19	719.01	114.25	65.02	63.42	35.53
Federal Power Commission.....	22.59	111.12		56.75	124.39	3.77
Federal Reserve Board.....	128.96	115.63	118.21	149.24	159.03	165.85
Federal Trade Commission.....	13.79	6.74	16.82	13.19	43.37	66.80
General Accounting Office.....	177.85	68.65	35.49	36.43	68.56	76.97
Government Printing Office.....	54.98	23.94	4.50	74.30	22.50	59.48
Home Owners' Loan Corporation.....		419.21	342.99	205.41	382.41	131.76
Inland Waterways Corporation.....	929.42	1,331.50	1,334.77	1,019.69	712.21	1,542.00
International Boundary Commission, United States and Mexico.....	166.75	60.46	79.16	66.41	84.46	119.75
Interstate Commerce Commission.....	19.60	29.30	14.20	82.52	23.37	675.61
Library of Congress.....	300.00	15.29	9.68	41.30	1.66	410.13
Maritime Commission.....	1,695.86	2,267.23	1,738.81	1,366.66	1,352.60	1,645.70
National Advisory Committee for Aeronautics.....	373.62	476.47	215.47	352.63	167.88	175.28
National Archives.....	70.63	10.35	6.46	70.69	61.80	17.96
National Labor Relations Board.....						
National Training School for Boys.....	60.00	200.00	121.00	32.00	164.00	34.30
Panama Canal.....	13,838.15	32,542.85	7,593.44	10,444.26	11,141.69	8,987.18
Reconstruction Finance Corporation.....	22.93	75.91	103.05	7.24	18.95	67.76
Rural Electrification Administration.....	68.39	19.69	12.31	11.10	.48	8.70
Securities and Exchange Commission.....	7,336.00	65.25	118.12	74.48	227.95	58.27
Smithsonian Institution.....	178.81	210.22	63.60	111.71	330.88	22.17
Social Security Board.....	145.67	277.44	195.39	336.50	392.02	926.77
Tariff Commission.....		7.77		2.00	6.96	
Tennessee Valley Authority.....	13,773.15	78,896.34	11,900.99	6,520.17	16,316.28	44,371.77
Veterans' Administration.....	84,529.67	143,209.04	58,307.58	82,844.31	123,988.94	35,569.65
Works Progress Administration.....	24,387.89	52,391.80	25,504.51	27,910.81	5,440.02	40,432.99
<b>Total.....</b>	<b>583,869.39</b>	<b>968,890.68</b>	<b>857,803.44</b>	<b>782,056.88</b>	<b>643,648.24</b>	<b>863,236.04</b>
<b>Percent of grand total.....</b>	<b>5.69</b>	<b>9.45</b>	<b>8.56</b>	<b>7.64</b>	<b>6.27</b>	<b>8.34</b>

cleaning, cutting, and polishing compounds—Class No. 51

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$270,070.15 14,122.00 65,495.15	\$89,073.48 5,965.00 34,616.54	\$40,168.24 6,693.00 31,748.60	\$49,974.37 5,173.00 34,492.41	\$52,063.57 10,341.17 62,455.27	\$92,838.55 7,235.99 57,551.04	\$994,642.48 110,908.96 513,847.88	9.70 1.62 5.00
645.05 192,100.19 3,012.56 23.09 106,834.78 297,987.00	366.69 482,186.23 23,949.83 94,976.96 175,477.68	331.87 371,767.73 3,209.87 76,040.43 159,570.87	324.83 300,064.03 5,685.08 71,251.11 240,338.86	1,117.02 160,593.12 2,349.29 110,398.74 216,394.00	927.40 190,645.38 3,293.46 59,067.80 147,202.34	7,990.83 2,944,837.63 63,200.09 1,062,923.09 2,379,426.75	.07 28.69 .62 .01 10.08 23.21
			.14			3.46	Nil
.76	.36			.55		2.56	Nil
88.75	105.85	7.20	44.09	43.50	13.70	526.16	Nil
17,293.34	13,723.26	10,139.60	9,783.75	15,208.50	6,163.59	122,256.36	1.19
75.74	32.31	46.20	141.49	110.35	178.46	1,305.50	.01
	25.89	44.62	159.40	40.44	65.67	510.87	Nil
113.12	89.26	99.84	110.42	210.64	291.87	1,924.57	.02
72.82	179.42	4.32	47.27	29.19	40.68	692.32	Nil
323.83	49.94	201.88	173.15	73.29	91.80	1,750.71	.02
230.67		5.30		7.04	6.37	410.09	Nil
175.20	85.49	65.38	74.54	33.17	214.32	1,112.05	.01
36.18	21.34	61.03	39.00	79.44	23.96	500.65	Nil
264.71	215.55	188.05	231.21	241.82	467.37	3,090.49	.03
711.16	1,106.37	1,270.57	536.35	1,060.07	1,221.96	12,776.07	.12
108.16	236.77	206.58	176.80	315.00	384.18	2,004.48	.02
84.54		64.81	11.05	44.94	167.64	1,217.58	.01
25.66	10.50			1.38	90.93	906.53	Nil
1,743.25	1,006.90	675.45	3,612.18	2,381.26	2,864.31	22,350.21	.23
212.61	1,386.19	3,526.59	353.30	402.52	239.42	7,881.98	.07
1,568.64	27.39	47.22	1.00	21.35	61.75	1,965.24	.02
145.62	94.42	447.60	200.84	261.00	240.17	2,000.95	.02
5,109.26	6,106.24	8,420.90	5,091.64	6,796.48	7,328.87	123,400.96	1.22
519.75	11.24		102.78	128.43	4.81	1,062.85	.01
2.50	28.92	26.15	14.05	48.05	16.00	256.34	Nil
107.40	58.44	33.70	148.42	78.20	141.74	8,447.97	.08
1,205.08	356.65	64.36	174.20	97.42	79.20	2,894.30	.02
327.54	418.89	437.47	387.01	526.31	211.10	4,582.11	.04
17.18	11.68	6.54		10.80	46.13	109.06	Nil
93,381.44	17,932.18	15,357.60	9,663.01	9,211.71	7,376.78	324,701.42	3.16
86,611.97	105,678.62	87,424.22	80,086.91	98,869.39	95,676.38	1,082,796.58	10.53
36,194.33	61,066.67	37,679.76	26,999.41	39,213.18	47,231.56	424,452.93	4.12
1,197,041.18 11.67	1,116,679.15 10.90	856,738.99 8.47	845,708.82 8.26	791,463.57 7.64	729,702.68 7.11	10,236,839.06 100.00	100.00

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$19,794.25	\$37,696.02	\$23,725.86	\$36,597.17	\$39,207.34	\$54,797.20
Commerce.....	10,477.27	8,615.71	4,326.64	8,582.03	13,816.27	15,492.70
Interior.....	23,065.53	19,356.38	14,032.84	31,615.27	30,197.07	77,233.02
Justice.....	-----	-----	-----	-----	-----	-----
Labor.....	63.68	494.94	315.63	272.67	94.86	93.07
Navy.....	22,535.33	294,941.44	62,509.28	84,881.70	47,685.38	33,228.89
Post Office.....	574.67	871.03	2,584.26	2,922.46	528.73	3,100.56
State.....	-----	-----	-----	-----	-----	-----
Treasury.....	8,709.03	10,904.57	10,382.58	17,842.99	20,013.87	13,006.22
War.....	119,067.00	92,444.00	99,963.00	160,101.00	228,691.00	180,985.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	160.54	-----	-----	-----	18.98	26.06
American Battle Monuments Commission.....	-----	1.00	-----	-----	-----	6.98
Civilian Conservation Corps.....	1.26	-----	-----	-----	-----	-----
Civil Service Commission.....	4.89	-----	4.00	-----	4.00	-----
Commodity Credit Corporation.....	-----	-----	-----	-----	-----	-----
District of Columbia Government.....	2,665.59	3,168.27	1,061.95	972.06	3,591.48	3,304.31
Export-Import Bank.....	-----	-----	-----	-----	-----	-----
Farm Credit Administration.....	4.30	8.44	7.66	29.66	6.60	6.75
Federal Communications Commission.....	11.14	5.04	.76	-----	7.00	-----
Federal Housing Administration.....	20.97	377.64	2,235.77	226.27	420.04	561.81
Federal Power Commission.....	10.79	-----	-----	35.00	36.00	.31
Federal Reserve Board.....	-----	-----	-----	-----	75.35	94.63
Federal Trade Commission.....	4.60	1.76	-----	2.52	4.33	-----
General Accounting Office.....	-----	12.00	1.26	3.00	5.12	2.00
Government Printing Office.....	-----	-----	-----	-----	-----	-----
Home Owners' Loan Corporation.....	-----	-----	8.95	48.66	46.40	20.95
Inland Waterways Corporation.....	1,571.15	1,635.00	655.39	318.00	4,419.11	1,803.15
International Boundary Commission, United States and Mexico.....	202.19	205.14	93.78	89.88	148.05	97.65
Interstate Commerce Commission.....	13.58	-----	10.68	10.08	2.45	15.72
Library of Congress.....	-----	-----	-----	-----	-----	-----
Maritime Commission.....	3,073.54	6,084.44	4,357.61	7,068.22	5,933.95	5,598.60
National Advisory Committee for Aeronautics.....	176.52	104.28	88.05	356.23	8.90	221.69
National Archives.....	10.45	4.00	-----	.82	-----	8.81
National Labor Relations Board.....	-----	-----	-----	-----	-----	-----
National Training School for Boys.....	62.00	75.00	105.00	170.00	-----	355.09
Panama Canal.....	2,107.63	55,009.25	15,653.02	3,431.18	10,488.18	44,949.72
Reconstruction Finance Corporation.....	.21	19.62	.07	6.43	13.46	-----
Rural Electrification Administration.....	11.56	.67	-----	-----	-----	16.75
Securities and Exchange Commission.....	64.00	-----	-----	9.79	-----	-----
Smithsonian Institution.....	488.20	127.30	81.44	527.22	79.90	39.09
Social Security Board.....	24.69	5.70	58.54	157.15	75.25	37.44
Tariff Commission.....	-----	-----	12.46	-----	-----	-----
Tennessee Valley Authority.....	-----	1,826.87	1,593.15	1,899.06	2,551.01	1,344.94
Veterans' Administration.....	-----	-----	4,994.76	3,817.89	5,212.49	28,030.82
Works Progress Administration.....	44,909.63	81,906.22	83,742.88	55,020.37	24,939.19	79,090.88
<b>Total.....</b>	<b>259,886.09</b>	<b>615,931.73</b>	<b>332,607.27</b>	<b>417,014.78</b>	<b>438,321.76</b>	<b>543,570.81</b>
<b>Percent of grand total.....</b>	<b>4.52</b>	<b>11.13</b>	<b>5.94</b>	<b>7.50</b>	<b>7.88</b>	<b>9.76</b>

dients—Class No. 52

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$97,246.30	\$18,240.00	\$27,547.47	\$24,568.01	\$18,824.79	\$22,890.66	\$421,135.07	7.56
13,962.00	16,044.00	5,996.00	8,930.00	17,331.44	9,025.37	132,599.43	2.38
43,282.13	27,688.63	31,549.34	20,015.59	32,992.26	24,214.08	375,242.14	6.75
130.68	52.21	82.10	205.92	74.93	99.72	1,980.41	.03
39,602.60	50,154.04	108,906.62	124,982.85	45,208.74	82,680.55	997,377.42	17.88
1,066.74	3,650.15	3,974.36	1,788.23	3,467.83	2,844.61	27,373.53	.49
15,835.57	9,274.75	9,960.05	9,691.77	11,600.54	5,308.19	142,533.13	2.57
378,407.00	109,959.04	252,188.07	134,322.04	106,369.00	87,159.24	1,949,655.39	34.95
29.34		19.30	5.27	1.40		260.89	Nil
	.84	1.00				9.82	Nil
						1.26	Nil
16.80				2.10		31.79	Nil
4,444.95	7,587.87	3,865.72	4,672.77	2,752.91	1,258.00	39,345.88	.71
30.34	4.50		15.59	11.87	29.38	155.09	Nil
	10.45			10.27		44.66	Nil
13.05	143.95	168.26	192.57	248.44	478.96	5,087.73	.09
21.71			1.68		14.00	119.49	Nil
	93.55	14.25	5.44	29.19		322.41	Nil
6.22		1.80		1.05	7.88	30.16	Nil
4.24	3.24		4.09			34.95	Nil
32.39	6.93	29.55	15.00	3.93	11.78	224.54	Nil
597.80	545.40	236.84	477.99	1,956.55	442.62	14,689.00	.26
10.36	193.23	608.74	53.23	191.84	220.22	2,114.31	.04
		1.22		6.72		60.45	Nil
5,649.86	4,564.91	3,982.74	55,080.15	9,992.83	7,111.56	118,498.41	2.12
277.84	74.28	57.83	81.02	26.70	97.20	1,570.54	.03
91.70	2.00	15.15		1.71	1.44	136.08	Nil
261.70	136.74	49.65	477.29	30.68	65.58	1,788.73	.03
3,928.61	6,020.38	11,048.14	17,016.77	6,136.94	7,133.95	182,923.77	3.28
23.07	2.80	1.50				67.16	Nil
1.25	159.60		27.00	79.12	4.02	299.97	Nil
	9.79			7.79	9.79	101.16	Nil
307.88	221.80	303.22	65.77	520.36	151.56	2,913.74	.06
45.61	644.42	78.60	69.88	87.01	84.23	1,368.52	.02
				1.39	4.30	18.15	Nil
1,477.49	2,525.59	3,031.30	2,740.85	2,424.02	4,798.32	26,212.60	.47
21,822.35	6,637.74	11,529.20	11,529.32	8,120.58	10,135.07	111,830.22	2.01
147,725.81	143,745.52	99,886.65	89,385.18	85,947.39	86,950.17	1,023,249.89	18.30
776,416.39	498,398.35	575,134.67	506,421.27	354,473.02	353,232.45	5,581,408.59	
13.95	7.34	10.30	9.10	6.30	6.28	100.00	100.00



*Stationery: Bags, paper; books, blank; boxes, paper; cartons;*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$101,346.69	\$148,802.85	\$104,177.10	\$125,405.72	\$185,620.49	\$122,777.60
Commerce.....	16,346.46	20,191.09	25,805.48	36,287.35	25,981.73	26,149.65
Interior.....	36,329.33	49,594.21	43,606.14	43,719.85	38,336.61	74,686.54
Justice.....						
Labor.....	11,798.56	10,544.55	16,433.90	10,937.19	6,510.36	7,145.62
Navy.....	80,350.06	107,410.23	103,803.41	57,179.18	13,414.91	19,643.54
Post Office.....	78,433.15	84,970.38	59,756.58	45,653.61	34,365.64	33,299.55
State.....	7,441.07	4,792.33	3,481.11	12,761.00	3,310.56	5,098.03
Treasury.....	222,822.56	367,095.73	157,993.16	328,009.97	228,022.40	157,075.68
War.....	90,199.00	177,358.00	154,144.00	164,270.00	227,413.00	189,440.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	26.65	42.87	68.11	272.02	51.25	69.40
American Battle Monuments Commission.....	1.56	75.61	20.72	1.36	74.84	13.65
Civilian Conservation Corps.....	372.08	268.70	280.65	281.10	254.18	354.86
Civil Service Commission.....	1,563.91	1,573.42	2,816.41	3,645.39	2,150.41	1,753.85
Commodity Credit Corporation.....	53.86	141.00				
District of Columbia Government.....	5,473.94	8,936.37	5,262.57	20,309.22	9,383.07	8,399.81
Export-Import Bank.....	9.44	54.69				7.34
Farm Credit Administration.....	2,778.29	6,537.60	7,174.63	5,044.72	4,953.48	4,227.74
Federal Communications Commission.....	5,577.74	5,773.54	972.66	3,266.06	3,247.86	1,864.66
Federal Housing Administration.....	4,982.11	19,616.54	10,327.98	6,408.07	11,236.20	6,572.37
Federal Power Commission.....	3,783.78	1,029.34	1,745.33	867.24	1,789.20	601.22
Federal Reserve Board.....	4,187.09	2,058.71	2,111.32	4,744.32	957.95	1,499.87
Federal Trade Commission.....	1,721.69	1,913.51	415.78	2,160.43	516.31	11,332.93
General Accounting Office.....	3,262.16	6,309.77	5,044.90	6,280.92	5,817.32	6,522.18
Government Printing Office.....	1,380.11	1,432.79	970.93	1,948.01	1,683.97	652.84
Home Owners' Loan Corporation.....	24,304.84	24,496.13	35,717.36	21,941.50	24,760.71	25,031.26
Inland Waterways Corporation.....	5,109.56	6,344.83	10,766.28	5,048.66	7,964.93	6,711.88
International Boundary Commission, United States and Mexico.....	853.46	121.74	338.43	474.45	377.19	181.82
Interstate Commerce Commission.....	7,585.04	10,189.14	5,551.37	8,465.40	8,712.47	8,538.50
Library of Congress.....	245.39	420.74	275.49	588.64	260.19	49.23
Maritime Commission.....	1,940.00	2,904.42	2,869.12	2,053.85	3,528.08	4,450.58
National Advisory Committee for Aeronautics.....	357.26	365.75	1,048.50	824.12	665.15	848.70
National Archives.....	173.26	662.31	303.80	403.86	1,180.23	131.80
National Labor Relations Board.....	2,039.63	1,892.17	1,357.00	2,393.00	2,919.12	4,249.76
National Training School for Boys.....	25.00	160.00	112.00	105.00	100.00	44.43
Panama Canal.....	11,681.94	23,881.27	19,596.17	18,573.00	17,194.90	10,941.90
Reconstruction Finance Corporation.....	1,704.33	1,444.21	1,553.06	2,893.89	3,848.66	13,351.83
Rural Electrification Administration.....	2,588.70	1,376.22	126.85	212.54	1,157.14	1,082.62
Securities and Exchange Commission.....	3,379.81	6,400.48	6,426.76	7,171.36	8,544.96	8,175.58
Smithsonian Institution.....	278.43	518.84	179.89	575.00	673.84	209.70
Social Security Board.....	6,563.54	14,206.97	37,634.85	25,666.29	44,414.05	19,793.67
Tariff Commission.....	625.46	936.74	726.91	865.51	958.66	1,425.99
Tennessee Valley Authority.....	12,904.38	8,001.07	4,450.07	9,102.74	12,073.22	24,568.00
Veterans' Administration.....	13,990.73	24,585.00	8,661.19	21,312.30	49,520.50	24,524.01
Works Progress Administration.....	128,690.85	203,598.02	128,372.46	216,181.65	73,119.31	191,085.28
<b>Total</b> .....	<b>905,282.90</b>	<b>1,359,029.88</b>	<b>972,480.43</b>	<b>1,224,805.49</b>	<b>1,067,055.05</b>	<b>1,024,584.97</b>
<b>Percent of grant total</b> .....	<b>5.74</b>	<b>8.61</b>	<b>6.16</b>	<b>7.76</b>	<b>6.77</b>	<b>6.50</b>

*drafting-room, office, and printers' supplies—Class No. 53*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$210,936.23	\$115,926.14	\$113,772.79	\$150,118.52	\$101,752.71	\$101,482.88	\$1,582,119.72	10.03
47,485.00	7,540.00	41,610.00	8,069.00	17,798.84	35,295.51	308,560.11	1.95
58,430.72	59,141.47	57,572.50	47,654.49	77,019.25	59,863.75	645,954.86	4.10
17,603.07	7,857.16	8,832.62	4,905.19	13,329.48	12,587.88	128,485.58	.81
123,931.80	165,172.77	81,819.76	158,955.56	55,784.16	28,989.60	996,453.98	6.33
26,077.20	661,158.84	203,649.67	176,483.11	388,902.94	210,733.16	2,003,783.83	12.69
8,428.72	2,511.91	13,546.76	8,612.87	6,724.84	6,663.63	83,272.83	.63
223,863.93	474,749.18	198,291.35	350,297.68	309,133.73	150,800.53	3,174,155.80	20.05
342,570.00	366,125.97	129,103.25	140,319.80	146,330.00	175,025.53	2,302,298.55	14.60
89.62	1.59	46.82	46.97	74.90	19.23	809.43	Nil
7.81	1.64	13.64	292.46	7.96	11.15	522.40	Nil
203.84	59.01	59.02	40.45	150.50	36.58	2,360.97	.01
3,742.26	3,375.30	2,694.15	5,721.65	6,657.78	3,157.74	38,852.27	.25
5,513.67			227.90	5,819.93	335.26	12,091.62	.08
16,558.79	25,705.99	11,894.47	16,069.79	11,627.31	10,699.25	150,320.58	.95
69.09	7.94	4.42		.82		153.74	Nil
2,900.25	4,214.72	1,993.51	3,665.79	3,787.46	4,454.42	51,732.61	.33
3,246.38	2,690.94	2,781.28	3,318.62	2,262.13	3,201.69	38,203.56	.24
6,643.28	13,878.56	16,653.88	19,429.20	16,756.25	10,748.13	143,252.57	.91
2,251.08	535.83	4,017.41	698.09	2,448.93	2,045.20	21,812.65	.13
658.90	1,102.27	2,040.66	3,909.17	1,900.77	2,097.42	27,268.45	.17
5,569.27	191.39	388.21	97.72	264.22	3,057.47	27,628.93	.17
7,349.70	3,490.74	5,256.51	4,478.88	4,636.66	7,672.18	66,121.92	.42
913.44	705.46	508.58	2,627.86	2,105.67	1,333.17	16,322.83	.11
42,654.24	3,410.54	9,931.91	12,240.67	10,499.65	12,146.97	247,125.78	1.57
6,126.35	10,190.46	6,220.78	4,884.89	4,762.23	10,198.14	84,328.99	.53
742.75	631.96	337.33	432.29	492.88	548.99	5,563.29	.03
3,576.97	759.88	3,973.76	6,172.29	6,217.26	6,873.26	76,615.34	.49
248.76	1,850.00	620.30	126.04	856.95	559.15	6,100.88	.03
2,344.20	2,492.52	2,180.45	4,004.79	4,666.03	1,803.47	35,237.61	.22
1,568.55	988.74	1,050.97	1,205.67	296.12	831.09	10,050.62	.06
2,683.40	96.85	205.32	216.10	169.92	201.45	6,428.30	.04
6,598.76	3,016.81	3,105.77	3,392.61	2,936.00	1,294.18	35,194.81	.22
80.70	227.33	40.76	263.80	262.18	48.52	1,469.72	.01
14,423.45	18,675.08	18,873.29	10,217.21	19,006.16	12,626.78	196,691.15	1.24
37,929.29	3,892.12	2,199.21	3,483.88	7,920.66	6,946.90	87,167.54	.55
2,590.82	1,693.35	3,119.78	309.67	2,535.87	4,169.06	20,962.62	.13
8,452.44	25,553.61	7,656.04	4,190.58	18,064.83	11,405.80	115,422.25	.73
1,216.30	203.27	309.40	1,714.81	353.13	301.00	6,533.61	.04
80,637.78	8,997.84	11,707.33	12,878.34	14,106.54	27,128.81	303,738.01	1.92
1,094.17	823.75	118.65	228.45	602.79	2,899.19	12,106.27	.07
10,063.87	8,874.77	6,926.09	20,007.57	11,084.95	16,854.40	144,911.13	.90
48,178.94	24,732.95	8,453.65	19,521.71	49,550.27	35,183.05	328,214.30	2.38
192,092.81	226,785.46	232,274.57	179,726.53	235,131.41	220,921.75	2,227,980.10	14.08
-1,578,348.60	2,260,042.11	1,216,686.62	1,397,318.57	1,564,793.07	1,203,152.32	15,773,080.01	-----
10.01	14.32	7.71	8.86	9.94	7.62	100.00	100.00

*Office equipment: Adding machines, cash registers, file cases,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$65,652.30	\$95,318.42	\$83,918.68	\$107,192.69	\$102,257.61	\$123,225.17
Commerce.....	10,862.56	11,572.57	9,663.67	12,244.83	35,121.54	12,544.25
Interior.....	45,535.70	23,776.78	27,900.27	29,391.45	27,504.48	38,845.17
Justice.....						
Labor.....	4,176.84	4,217.69	4,149.05	4,347.13	4,006.66	5,660.81
Navy.....	14,488.20	23,862.19	18,494.56	34,529.99	60,099.67	105,900.53
Post Office.....	90,100.11	29,856.56	39,406.12	58,335.99	32,716.89	66,033.92
State.....	1,567.93	433.03	831.83	4,900.01	1,627.72	16,157.65
Treasury.....	115,837.08	65,397.80	65,502.78	74,903.49	48,007.19	53,198.44
War.....	73,845.00	58,482.00	79,368.00	71,133.00	79,451.00	89,472.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....		5.94		15.50	5.30	229.50
American Battle Monu- ments Commission.....				1.22	11.87	12.17
Civilian Conservation Corps.....	145.60	117.50	301.70	686.00	426.94	619.00
Civil Service Commis- sion.....	1,253.67	284.08	242.63	521.29	401.46	1,312.03
Commodity Credit Cor- poration.....	570.20	104.46	36.88	145.00	8.30	364.57
District of Columbia Government.....	3,910.65	7,583.22	3,042.66	4,344.70	5,779.73	7,268.81
Export-Import Bank.....				1.00	3.00	
Farm Credit Adminis- tration.....	10,884.49	1,889.02	4,931.34	6,775.18	4,434.26	2,685.01
Federal Communications Commission.....	2,606.31	1,332.98	1,355.55	677.98	1,545.38	1,820.97
Federal Housing Admin- istration.....	1,549.26	1,884.29	14,088.46	4,616.88	4,510.06	4,449.63
Federal Power Commis- sion.....	2,217.22	1,461.30	1,932.09	3,982.35	558.11	51.47
Federal Reserve Board.....	195.35	2,096.89	1,308.44	975.03	1,141.61	825.03
Federal Trade Commis- sion.....	7,309.78	180.71	211.50	88.97	363.30	11,483.90
General Accounting Office.....	10,331.72	1,081.00	3,477.12	2,125.44	864.46	4,439.73
Government Printing Office.....	3,046.96	2,822.13	614.12	1,276.56	550.53	902.72
Home Owners' Loan Corporation.....	6,941.71	8,539.41	3,940.54	19,689.08	5,303.48	4,560.99
Inland Waterway Corpo- ration.....	135.53	585.15	196.00	121.73	314.70	751.88
International Boundary Commission, United States and Mexico.....	1,870.45		262.15	470.05	542.57	1,431.96
Interstate Commerce Commission.....	3,605.35	2,510.77	2,224.82	2,255.25	8,493.70	12,854.94
Library of Congress.....	47.60	6.75	81.67	259.09	15.50	18.35
Maritime Commission.....	2,350.24	4,688.08	2,414.70	1,774.04	3,581.50	2,329.60
National Advisory Com- mittee for Aeronautics.....	53.98	61.95	670.89	92.45	41.20	3,305.65
National Archives.....	115.25	518.11	1,267.40	1,003.58	237.17	429.41
National Labor Rela- tions Board.....	1,067.47	663.81	1,038.00	658.00	5,676.62	1,905.74
National Training School for Boys.....	54.00	70.00	18.00	56.00	8.00	150.61
Panama Canal.....	7,122.15	3,830.65	4,739.26	5,488.04	2,637.02	2,846.84
Reconstruction Finance Corporation.....	176.58	479.25	1,009.83	3,225.17	4,075.55	14,770.73
Rural Electrification Ad- ministration.....	2,596.27	3,114.08	592.53	620.18	364.92	971.71
Securities and Exchange Commission.....	2,453.26	1,078.78	1,613.56	4,586.77	1,888.30	1,828.74
Smithsonian Institution.....	19.95	271.14	124.12	42.45	241.62	84.06
Social Security Board.....	10,088.68	24,139.68	11,702.47	24,619.98	149,340.45	1,607.72
Tariff Commission.....	250.45	257.00	131.67	850.29	197.65	6,493.27
Tennessee Valley Au- thority.....	3,901.80	1,607.44	642.30	2,224.48	3,240.53	7,655.87
Veterans' Administration.....	8,298.55	10,456.53	3,173.85	7,626.27	7,294.38	12,122.00
Works Progress Admin- istration.....	36,896.39	39,563.77	54,044.48	53,983.70	27,681.44	54,207.01
<b>Total.....</b>	<b>554,132.59</b>	<b>436,202.91</b>	<b>458,665.69</b>	<b>552,948.28</b>	<b>632,573.37</b>	<b>677,829.56</b>
<b>Percent of grand total.....</b>	<b>6.36</b>	<b>5.00</b>	<b>5.17</b>	<b>6.33</b>	<b>7.25</b>	<b>7.70</b>

numbering machines, typewriters, etc.—Class No. 54

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$531,593.11	\$35,201.79	\$40,684.12	\$53,825.71	\$56,162.99	\$54,939.18	\$1,349,971.77	15.51
48,869.00	34,612.00	6,640.00	3,597.90	14,711.02	25,829.74	226,268.18	2.68
88,180.16	26,356.18	28,945.30	35,023.90	65,774.94	66,979.65	504,213.98	5.77
31,109.20	3,269.27	1,705.95	6,320.93	4,947.40	4,383.68	78,294.61	.90
107,688.66	123,708.44	61,541.40	43,967.36	43,796.19	59,706.50	697,783.69	8.05
35,720.18	144,788.80	85,838.15	112,945.80	102,706.02	93,009.43	891,457.97	10.02
9,305.07	8,717.32	335.33	101.70	971.73	1,738.19	46,777.51	.54
216,954.68	83,095.78	91,496.39	71,510.95	71,422.34	58,820.38	1,016,147.30	11.71
301,717.00	147,795.47	119,326.73	126,212.24	120,940.00	107,361.52	1,375,103.96	15.83
	139.50		.95		60.97	457.66	Nil
			2.85	1.00		29.11	Nil
127.90	15.89	15.89	15.89	17.83	264.84	2,754.98	.03
19,447.28	834.63	1,375.20	868.12	8,449.40	18.00	35,007.79	.40
1,215.21	273.10	905.52	1,198.61	592.12	210.00	5,623.97	.06
15,149.81	18,973.24	3,961.11	4,394.43	5,575.46	3,975.48	83,959.30	.96
		3.02	1.50		1.75	10.27	Nil
2,016.33	1,316.23	792.31	5,718.08	4,682.63	3,535.90	49,660.78	.57
1,100.90	2,401.96	529.96	602.01	916.95	222.05	15,113.00	.17
1,985.61	8,067.71	9,735.67	11,403.64	7,229.02	4,727.34	74,247.57	.85
1,353.99	1,025.17	4,787.92	2,619.25	1,815.47	2,289.29	24,094.23	.28
140.71	4,327.90	2,320.83	198.71	534.69	758.85	14,824.04	.17
5,655.74	529.07	888.05	165.95	418.29	148.72	27,443.98	.31
5,586.42	7,515.84	6,179.97	7,599.66	8,791.19	9,003.48	66,996.03	.77
429.80	35,611.85	459.70	1,751.59	324.15	1,066.93	48,857.04	.55
66,691.65	1,012.76	8,416.45	1,990.53	6,491.28	2,120.00	135,697.88	1.55
515.21	509.37	571.56	262.05	231.61	196.48	4,391.27	.04
273.74	45.85	303.79	182.75	1,238.80	105.39	6,727.50	.07
12,792.32	2,392.57	1,463.82	1,145.95	1,937.84	1,420.64	53,097.97	.61
83.78	101.75	98.75	42.70	946.20	80.84	1,782.98	.02
4,656.00	2,781.91	1,346.50	5,181.84	6,049.56	5,986.11	43,140.08	.50
692.49	828.10	121.73	504.65	284.60	75.75	6,733.44	.08
1,095.96	642.92	565.68	540.58	205.68	346.72	6,988.46	.08
9,938.20	1,126.33	2,996.53	377.85	481.24	876.75	26,806.54	.31
838.40	18.00	320.95	44.55	84.55	8.43	1,671.49	.02
4,716.62	4,100.97	5,046.57	4,032.17	4,217.89	4,040.21	52,818.39	.61
27,524.76	6,025.41	9,915.72	11,915.43	6,818.39	10,378.22	96,315.04	1.08
13,259.77	2,127.63	2,747.69	4,793.37	5,881.81	3,433.80	40,503.76	.46
302.34	4,739.66	2,767.01	4,770.19	2,555.15	5,697.64	34,281.40	.39
767.21	134.10	289.95	213.10	192.65	60.48	2,440.83	.03
90,669.14	2,963.65	14,715.04	8,805.89	8,180.73	4,870.15	351,893.58	4.05
340.00	33.34	68.99	225.60	64.43	594.89	9,507.58	.11
10.06	2,670.54	4,117.07	3,933.42	1,847.69	7,875.16	39,726.36	.46
28,400.45	2,044.56	2,204.60	1,613.36	9,290.72	10,909.83	103,435.10	1.08
220,876.33	105,072.27	89,285.13	122,167.50	145,887.52	119,762.54	1,069,428.08	12.32
1,909,791.19	827,949.43	615,832.05	662,920.31	723,669.17	677,891.90	8,722,376.45	100.00
21.96	9.50	7.06	7.60	8.29	7.78	100.00	100.00



*Textile clothing; knitted*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$286. 53	\$1,092. 08	\$4,082. 45	\$1,967. 03	\$2,342. 58	\$5,660. 70
Commerce.....	78. 00	110. 16	8. 33	11. 00	2,091. 33	36. 44
Interior.....	15,049. 02	8,979. 83	26,603. 01	6,514. 76	5,821. 60	68,775. 36
Justice.....						
Labor.....	237. 17	71. 02	104. 18	20. 84	185. 54	29. 89
Navy.....	18,400. 28	376,494. 90	114,696. 68	171,415. 84	147,443. 46	8,692. 68
Post Office.....						
State.....	43. 78		150. 10	37. 19	1. 15	13. 76
Treasury.....	9,724. 33	28,665. 46	17,994. 03	16,474. 45	18,152. 04	12,271. 81
War.....	324,978. 00	93,362. 00	2,331,070. 00	73,542. 00	200,456. 00	2,721,280. 00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	4,149. 84	1,952. 38	15,470. 34	7,943. 92	137. 86	4,717. 06
Export-Import Bank.....						
Farm Credit Administration.....				3. 48		
Federal Communications Commission.....		9. 84				
Federal Housing Administration.....				. 54		
Federal Power Commission.....						
Federal Reserve Board.....						969. 79
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	607. 42	608. 19	322. 32	594. 54	314. 75	475. 50
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....	4,925. 00	150. 00	158. 00	265. 00	121. 50	137. 70
Panama Canal.....	8,415. 78	3,263. 87	4,703. 63	3,209. 67	3,083. 38	3,974. 66
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....		66. 95	75. 25	24. 93	3. 08	
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....		2,095. 52	159. 00	1,777. 56	1,658. 72	510. 95
Veterans' Administration.....			2,235. 50	259,000. 67	3,973. 00	28,172. 06
Works Progress Administration.....	22,105. 16	5,187. 67	5,393. 94	5,261. 00	756. 06	4,591. 88
Total.....	409,000. 31	522,109. 87	2,523,226. 76	548,064. 42	386,542. 05	2,860,310. 24
Percent of grand total.....	1. 50	1. 91	9. 25	2. 02	1. 41	10. 20

goods—Class No. 55

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$3,914.46	\$2,549.50	\$3,151.72	\$344.22	\$378.61	\$13,332.51	\$39,102.39	0.14
439.00	1,443.00	783.00	477.00	1,277.00	84.38	6,838.64	.03
17,644.56	11,115.71	70,003.64	4,170.86	3,568.24	8,991.54	247,238.13	.91
184.80	22.08	48.84	66.99	59.31	25.85	1,056.51	Nil
256,300.60	201,434.82	28,617.60	22,446.07	19,434.05	613,557.40	1,978,934.38	7.34
5.20					16.41	267.59	Nil
21,644.80	142,135.52	25,876.08	11,176.04	78,556.33	13,571.76	396,242.65	1.50
1,070,274.00	546,772.73	13,740.88	1,005,410.73	35,294.00	75,171.00	8,491,351.34	31.02
					8.25	8.25	Nil
12,661.57	1,505.49	4,684.80	28,933.06	10,684.19	8,497.85	101,338.36	.37
			3.48			6.96	Nil
						9.84	Nil
	24.00	28.50	33.00			86.04	Nil
24.01				68.18		1,061.98	Nil
625.35	460.33	5,517.25	3,060.15	379.28	614.26	13,579.34	.05
						359.13	Nil
151.50	580.50	196.50	422.98	615.10	409.00	8,132.78	.03
2,967.39	6,706.76	2,167.79	7,747.36	2,717.17	2,042.63	51,000.09	.19
	37.50	79.77	40.60			328.08	Nil
		50			2.00	2.50	Nil
30.40	926.40	520.92	1,879.97	1,199.14	1,221.96	11,980.54	.04
21,146.70	821.00	60,201.90	236.64	9,482.44	93,546.67	478,816.58	1.76
34,914.57	6,398.36	9,884,064.49	521,910.54	4,674,186.30	354,638.98	15,519,408.95	56.62
1,442,928.91	922,933.70	10,099,684.18	1,608,359.69	4,837,899.34	1,185,732.45	27,347,151.05	
5.25	3.37	36.95	5.94	17.80	4.40	100.00	100.00

*Food: Groceries, ice provisions,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$64,457.85	\$52,459.04	\$67,142.01	\$75,668.47	\$65,872.68	\$155,466.50
Commerce.....	14,941.51	57,890.67	34,144.10	40,066.26	37,513.70	35,737.23
Interior.....	312,884.55	241,775.40	144,809.77	215,961.41	221,093.34	229,225.85
Justice.....	89,438.80	118,445.00	79,373.00	79,403.00	147,226.74	96,363.17
Labor.....	3,311.06	486.86	520.17	523.92	462.57	350.07
Navy.....	2,934,521.22	2,331,800.18	2,356,124.63	2,067,981.27	2,241,486.82	2,254,157.31
Post office.....	1,000.00	1,395.00	2,011.00	2,808.45	5,143.00	7,484.00
State.....						
Treasury.....	213,005.40	232,006.37	206,825.76	215,520.85	203,916.51	190,235.78
War.....	5,938,120.00	6,005,032.00	5,702,583.00	5,657,820.00	6,191,980.00	7,003,998.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	58,859.65	64,028.41	43,831.00	78,638.02	53,220.60	62,174.53
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....	17.60					
General Accounting Office.....			40.39			
Government Printing Office.....						
Home Owners' Loan Corporation.....						.56
Inland Waterways Corporation.....	11,917.51	11,821.84	5,510.52	8,847.77	17,166.04	9,263.53
International Boundary Commission, United States and Mexico.....			12.20			
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	28,430.34	24,211.26	27,438.27	20,945.07	22,925.49	22,006.40
National Advisory Committee for Aeronautics.....	28.20	16.50	16.50	21.68	27.98	34.59
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....		5,350.00	4,490.00	4,814.00	4,879.00	5,636.50
Panama Canal.....	224,177.79	233,692.09	239,085.07	305,174.50	258,553.98	250,520.45
Reconstruction Finance Corporation.....	3.15	3.45	2.25	1.80	1.95	1.95
Rural Electrification Administration.....	60.89	81.63	298.59	78.36	136.75	237.83
Securities and Exchange Commission.....						
Smithsonian Institution.....	2,235.09	2,473.49	1,795.84	2,224.71	2,249.53	2,184.50
Social Security Board.....						2.35
Tariff Commission.....						
Tennessee Valley Authority.....	32,673.89	37,888.39	16,325.97	24,738.91	21,811.56	18,511.85
Veterans' Administration.....	601,618.56	1,130,794.63	772,066.86	509,240.98	908,351.83	559,415.76
Works Progress Administration.....	159,586.63	162,348.24	173,991.22	172,561.45	86,344.86	188,836.07
Total.....	10,691,289.99	10,714,000.45	9,878,438.12	9,483,040.88	10,490,364.93	11,161,845.08
Percent of grand total.....	8.37	8.40	7.76	7.43	8.21	8.76

subsistence—Class No. 56

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$263,640.54	\$178,020.41	\$172,818.47	\$136,066.94	\$73,671.18	\$223,776.21	\$1,529,060.30	1.19
41,329.00	63,305.00	54,206.00	55,563.00	40,349.81	46,240.31	521,286.59	.41
300,604.74	177,835.07	234,871.14	189,845.31	254,884.13	241,902.52	2,835,693.23	2.22
96,914.23	149,131.15	96,447.90	94,854.31	146,941.89	96,281.22	1,290,820.41	1.61
400.77	1,166.89	1,264.35	1,326.60	917.62	1,006.31	11,737.19	.01
2,761,503.40	2,268,265.22	2,067,668.73	2,303,173.72	2,252,388.05	2,274,819.65	28,113,890.20	22.07
8,563.73	3,792.46	4,152.13	3,706.92	1,238.22	1,585.49	42,880.40	.04
200,049.80	116,844.22	155,588.23	155,765.89	157,639.67	159,406.38	2,206,804.86	1.73
6,630,778.00	6,066,863.99	4,432,389.24	8,811,723.83	6,079,126.00	6,456,848.00	74,977,262.06	58.73
.11						.11	Nil
52,127.71	62,231.65	61,549.39	67,117.88	42,097.28	77,591.85	723,467.97	.56
						17.60	Nil
						40.39	Nil
			14.20			14.76	Nil
8,790.20	14,351.85	13,703.25	14,820.46	13,790.20	9,150.78	139,183.95	.11
44.30	73.25	77.28	76.65	14.60	68.32	366.60	Nil
23,627.84	24,838.04	26,372.11	24,598.86	18,498.60	31,120.57	295,012.85	.23
91.30		12.68	74.45		35.25	359.13	Nil
4,747.84	4,951.00	4,841.17	5,373.16	5,477.58	5,941.72	56,501.97	.05
271,086.41	320,629.67	208,887.77	305,541.37	324,545.00	321,576.65	3,263,470.75	2.56
5.55		1.46	2.14	2.47	2.59	28.76	Nil
166.22			75.92	159.16	393.45	1,688.80	Nil
2,179.10	2,282.42	1,918.01	2,124.70	2,353.53	2,451.55	26,472.77	.02
	17.32	16.20				35.87	Nil
19,232.86	15,399.58	14,426.75	22,795.63	10,796.65	12,933.76	247,535.80	.19
540,871.01	1,275,464.03	772,684.44	485,981.54	1,031,732.16	686,576.67	9,274,748.77	7.27
139,596.12	262,162.42	176,399.68	143,626.64	159,924.17	168,792.43	1,994,169.93	1.58
11,366,350.78	11,007,625.64	8,500,296.38	12,824,200.12	10,616,547.97	10,818,501.68	127,552,142.89	
8.92	8.64	6.68	10.01	8.34	8.48	100.00	100.00



*Hospital, laboratory, and surgical apparatus; and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$17,168.82	\$27,300.56	\$18,216.18	\$21,252.04	\$23,074.09	\$30,486.45
Commerce.....	4,919.05	4,591.21	5,555.12	9,317.98	1,904.73	890.12
Interior.....	38,048.17	28,515.68	11,488.49	34,870.55	25,123.74	27,229.22
Justice.....						
Labor.....	131.84	63.01	97.25	53.78	8.48	53.22
Navy.....	63,407.84	156,960.85	39,724.63	37,805.72	21,835.86	18,828.00
Post Office.....		.31				
State.....						
Treasury.....	48,712.36	48,358.81	50,573.77	62,462.46	71,721.45	59,343.10
War.....	107,068.00	75,950.00	51,911.00	61,977.00	135,398.00	94,098.00
<b>Independent offices and es-</b>						
<b>tablishments:</b>						
Alley Dwelling Author-						
ity.....						
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....	2.11				26.00	7.25
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....	4,503.81	4,393.57	1,279.77	5,164.72	4,524.65	2,340.69
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....	1.28	4.00	1.59	5.80	.26	5.14
Federal Communications						
Commission.....		17.90	12.00		2.00	
Federal Housing Admin-						
istration.....	26.98	10.96	46.46	8.37	21.56	65.87
Federal Power Commis-						
sion.....	6.74	11.54		.80	106.77	
Federal Reserve Board.....						
Federal Trade Commis-						
sion.....	41.20		1.97	17.04		39.44
General Accounting						
Office.....			5.00	5.54	4.25	3.08
Government Printing						
Office.....	72.52	66.79	229.84	34.55	18.75	94.84
Home Owners' Loan						
Corporation.....		5.96	39.63	5.53	18.37	26.20
Inland Waterways Cor-						
poration.....						
International Boundary						
Commission, United						
States and Mexico.....	50.70	2.22	39.78		18.69	.50
Interstate Commerce						
Commission.....		10.46	20.02	34.73	1.56	207.76
Library of Congress.....					14.64	
Maritime Commission.....	102.31	84.92	105.67	117.52	175.69	
National Advisory Com-						
mittee for Aeronautics.....	2.10	84.33		89.54	176.79	11.07
National Archives.....	4.82	14.50	3.06	8.21	101.17	14.50
National Labor Rela-						
tions Board.....						
National Training						
School for Boys.....	50.00		20.00	8.00		
Panama Canal.....	4,601.90	2,706.81	8,257.71	2,591.41	3,392.48	10,354.92
Reconstruction Finance						
Corporation.....	16.00	18.00	2.50	13.94	1.68	
Rural Electrification Ad-						
ministration.....		4.90		1.78		
Securities and Exchange						
Commission.....	8.71			5.98	58.00	1.36
Smithsonian Institution.....	368.27	300.23	88.48	148.32	56.89	14.60
Social Security Board.....	16.27	.48	139.56	27.09	29.59	322.08
Tariff Commission.....						
Tennessee Valley Au-						
thority.....		3,155.41	2,125.06	1,302.65	2,590.19	1,026.05
Veteran's Administration.....	98,908.58	121,427.55	98,372.48	96,724.28	125,714.70	102,640.29
Works Progress Admin-						
istration.....	17,660.63	23,255.10	26,943.43	33,089.97	14,642.51	42,013.13
<b>Total.....</b>	<b>405,901.01</b>	<b>497,316.06</b>	<b>315,300.45</b>	<b>367,145.29</b>	<b>430,763.54</b>	<b>390,116.88</b>
<b>Percent of grand total.....</b>	<b>7.26</b>	<b>8.88</b>	<b>5.64</b>	<b>6.56</b>	<b>7.69</b>	<b>6.98</b>

*accessories, outfits, parts, and supplies—Class No. 57*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$60,343.69	\$16,867.32	\$18,378.84	\$15,423.25	\$10,274.77	\$16,017.78	\$274,803.79	4.91
8,965.00	2,531.00	1,506.00	1,320.00	1,548.57	1,337.36	44,386.14	.79
125,895.81	13,532.68	19,701.80	19,153.49	18,612.75	26,693.73	388,866.11	6.95
40.07	28.84	31.03	5.41	31.92	148.01	690.86	.01
30,835.04	6,550.00	65,321.00	117,857.19	193,575.60	75,260.05	827,961.76	14.79
				4.50		4.81	Nil
331,511.18	71,652.22	70,804.64	47,813.84	42,575.93	39,998.07	945,527.83	16.90
116,998.00	25,836.96	19,875.95	53,762.84	165,577.00	90,854.00	989,306.70	17.68
289.80			5.66			330.82	.01
6,813.24	9,098.77	2,635.35	3,759.83	6,642.31	5,121.22	56,277.93	1.01
2.15	8.55	6.30	6.60	2.78	2.47	46.92	Nil
2.00		.68	21.36		2.05	57.99	Nil
12.79	5.61	7.37	9.14	27.98	37.14	280.23	.01
25.71	4.70	10.22	5.51		7.87	179.86	Nil
13.92						13.92	Nil
267.51		26.27	3.77			397.20	.01
3,597.55	17.45	4.11	5.84			3,642.82	.07
35.28	33.60	86.13	31.72	78.85	28.84	811.71	.01
7.09	89.17	16.83	2.80	24.91	20.97	257.46	Nil
			16.48	12.50	77.50	238.07	Nil
19.70		65.72	2.05	4.74		357.79	.01
10.75				4.36		19.00	Nil
				977.76	627.05	2,190.91	.04
	56.15		34.84	62.09	6.20	523.11	.01
23.19	60.91	6.72		2.79	1.35	241.22	Nil
8.50	19.30	29.51	73.64	78.29	54.78	342.02	.01
8,162.20	2,688.38	4,511.44	1,929.53	2,384.04	6,626.02	58,206.84	1.04
27.32	3.90	3.90	49.77	36.72		173.73	Nil
			2.04	12.20		20.92	Nil
.96	15.20	52.39	.62	7.52	2.28	153.02	Nil
148.77	39.00	513.61	269.94	61.34	114.17	2,123.62	.04
177.94	141.29	328.64	88.82	90.17	41.19	1,403.12	.03
				9.60	9.12	18.72	Nil
4,922.72	1,556.74	1,466.38	2,211.81	28,625.90	4,052.62	53,035.53	.95
195,118.79	86,575.82	109,168.55	100,613.67	145,857.65	148,304.39	1,429,426.75	25.56
41,394.99	67,065.63	76,283.06	56,456.77	58,451.74	55,425.13	512,682.09	9.16
935,671.66	304,477.19	390,842.45	420,938.23	665,657.28	470,871.34	5,595,001.38	
6.72	5.44	6.99	7.52	11.90	8.42	100.00	100.00

*Railway, dock, and yard equipment; including fire-*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture	\$2, 115. 36	\$1, 694. 16	\$2, 211. 62	\$3, 738. 66	\$1, 493. 21	\$7, 943. 48
Commerce	1, 214. 68	746. 46	2, 037. 95	9, 749. 37	2, 909. 40	532. 79
Interior	4, 788. 99	3, 628. 92	4, 329. 97	9, 145. 31	9, 181. 08	11, 910. 96
Justice						
Labor				19. 87		
Navy	4, 757. 35	8, 466. 15	34, 113. 25	39, 579. 97	122, 105. 64	39, 510. 65
Post Office						
State						
Treasury	6, 889. 11	2, 015. 47	1, 402. 94	2, 986. 88	1, 016. 19	2, 376. 52
War	33, 751. 00	72, 576. 00	34, 312. 00	18, 528. 00	25, 069. 00	28, 881. 00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority		994. 24				10. 38
American Battle Monuments Commission						
Civilian Conservation Corps						
Civil Service Commission						
Commodity Credit Corporation						
District of Columbia Government	465. 80	44. 04	306. 25	1. 17		17, 711. 67
Export-Import Bank						
Farm Credit Administration		655. 00				29. 36
Federal Communications Commission						3. 67
Federal Housing Administration						11. 76
Federal Power Commission						
Federal Reserve Board						
Federal Trade Commission						
General Accounting Office						
Government Printing Office						
Home Owners' Loan Corporation						
Inland Waterways Corporation	923. 15	132. 36	29. 81	1, 635. 87	149. 67	670. 24
International Boundary Commission, United States and Mexico	188. 00	7. 34		45. 46		13. 16
Interstate Commerce Commission						367. 00
Library of Congress						
Maritime Commission	25. 00			481. 84		9, 949. 00
National Advisory Committee for Aeronautics				13. 26	289. 75	
National Archives					6. 20	
National Labor Relations Board						
National Training School for Boys						
Panama Canal	1, 485. 71	4, 417. 61	966. 25	5, 874. 97	3, 050. 99	1, 293. 48
Reconstruction Finance Corporation						
Rural Electrification Administration						
Securities and Exchange Commission						
Smithsonian Institution	9. 10			1. 25		11. 01
Social Security Board	14. 40		48. 23	23. 68		
Tariff Commission						
Tennessee Valley Authority		2, 007. 60	263. 84	533. 60	211, 164. 87	5, 004. 89
Veterans' Administration			146. 30	214. 30	2, 409. 40	531. 74
Works Progress Administration	65, 395. 43	89, 326. 47	20, 408. 47	31, 601. 57	25, 714. 99	43, 282. 06
<b>Total</b>	122, 013. 08	186, 711. 82	100, 576. 88	124, 174. 83	404, 560. 39	170, 044. 82
<b>Percent of grand total</b>	4. 58	7. 00	3. 77	4. 65	15. 16	6. 37

*fighting (and meteorological) apparatus—Class No. 58*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$18,263.40	\$1,179.90	\$699.47	\$2,531.54	\$1,482.71	\$5,865.57	\$49,219.08	1.84
4,996.00	2,750.00	2,459.00	11,080.00	726.00	883.76	40,085.41	1.50
9,612.19	7,002.80	6,073.67	7,581.61	13,616.53	8,017.01	94,889.04	3.56
31.77				12.32		63.06	Nil
135,532.03	17,092.60	133,607.24	160,591.18	82,638.40	61,999.12	829,993.68	31.10
			12.70			12.70	Nil
13,916.38	1,457.84	7,110.58	2,467.07	2,091.45	1,192.31	44,922.64	1.69
41,088.00	46,115.95	42,122.12	211,174.99	24,045.00	32,178.00	609,841.06	22.87
				9.60		1,014.22	.04
78,172.59	118.23	66.16	351.45	732.70	148.10	98,108.16	3.68
			.31			684.67	.03
		3.08				6.75	Nil
						11.76	Nil
220.00		3.21			9.63	232.84	.01
26.59	204.81	63.98	17.19	800.00	21.15	4,674.82	.18
	78.89	6.29		33.88		373.02	.01
						367.00	.01
			1,310.40	3,281.28		15,047.52	.56
230.56		21.04	151.20	13.00	80.20	799.01	.03
						6.20	Nil
198.87				307.41		506.28	.02
7,733.79	4,967.41	5,219.41	5,973.55	5,386.82	15,990.00	62,359.99	2.34
39.36						39.36	Nil
			2.10	342.20	422.31	787.97	.03
	151.20		3.08		468.74	709.33	.03
2,202.20	94,917.05	15,587.79	3,968.30	4,997.99	4,007.02	344,655.15	12.92
824.27	342.42	2,039.42	822.99	983.50	466.58	8,780.92	.33
37,031.85	32,737.79	25,649.65	19,040.00	25,969.75	43,321.47	459,479.50	17.22
350,119.85	209,116.89	240,732.11	417,079.66	167,470.54	175,070.97	2,667,671.84	100.00
13.13	7.84	9.02	15.64	6.28	6.56	100.00	100.00



*Building material: Asphalt, brick, cement, glass, granite, gravel, lime,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$160,592.96	\$135,925.50	\$102,489.80	\$113,216.49	\$126,078.28	\$226,475.89
Commerce.....	5,383.64	5,056.32	5,444.73	14,341.51	11,643.53	79,657.41
Interior.....	626,316.88	457,169.75	604,550.25	426,425.65	449,164.10	425,662.03
Justice.....	117,176.66	255,680.16	73,597.27	77,310.55	335,436.54	191,224.62
Labor.....	353.78	694.05	47.59	61.35	12.47	27.72
Navy.....	69,772.05	73,470.25	43,804.33	145,641.05	64,316.38	69,640.01
Post Office.....	5.17	92.60	-----	27.41	-----	20.66
State.....	-----	-----	-----	-----	-----	-----
Treasury.....	9,189.20	9,835.77	16,410.81	21,350.83	11,602.19	16,935.78
War.....	292,250.00	301,382.00	499,768.00	614,329.00	742,973.00	994,924.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	-----	-----	-----	6.28	-----	-----
American Battle Monuments Commission.....	-----	-----	-----	-----	-----	-----
Civilian Conservation Corps.....	-----	-----	-----	-----	-----	-----
Civil Service Commission.....	-----	-----	-----	-----	-----	29.00
Commodity Credit Corporation.....	-----	-----	-----	-----	-----	-----
District of Columbia Government.....	27,908.38	25,879.73	15,338.85	15,408.67	24,358.86	33,531.25
Export-Import Bank.....	-----	-----	-----	-----	-----	-----
Farm Credit Administration.....	2.54	1,850.83	428.87	1,464.61	876.10	4,952.00
Federal Communications Commission.....	-----	-----	15.59	21.20	2.26	-----
Federal Housing Administration.....	292.88	380.05	957.17	622.72	681.62	1,158.82
Federal Power Commission.....	-----	-----	-----	130.92	-----	-----
Federal Reserve Board.....	-----	-----	113.06	9.70	636.83	52.08
Federal Trade Commission.....	-----	-----	-----	-----	430.92	419.22
General Accounting Office.....	44.66	10.08	52.03	-----	4.73	24.10
Government Printing Office.....	2,424.60	2,594.63	2,354.17	2,084.75	1,522.48	3,238.82
Home Owners' Loan Corporation.....	-----	-----	-----	-----	22.50	24.75
Inland Waterways Corporation.....	59.75	387.18	396.41	66.82	376.01	45.89
International Boundary Commission, United States and Mexico.....	8,093.39	10,617.42	11,713.19	7,428.84	15,195.60	7,967.11
Interstate Commerce Commission.....	-----	-----	-----	3.58	11.20	-----
Library of Congress.....	-----	-----	-----	-----	-----	-----
Maritime Commission.....	1,123.50	518.26	579.18	-----	1,329.11	648.88
National Advisory Committee for Aeronautics.....	877.07	123.28	308.41	-----	168.35	398.42
National Archives.....	7.40	-----	33.97	40.96	42.67	-----
National Labor Relations Board.....	-----	-----	-----	-----	-----	-----
National Training School for Boys.....	4.00	-----	75.00	23.00	157.00	44.57
Panama Canal.....	4,338.02	55,235.42	2,828.22	3,188.24	52,461.62	1,425.00
Reconstruction Finance Corporation.....	-----	-----	2.50	-----	-----	-----
Rural Electrification Administration.....	-----	-----	-----	-----	-----	-----
Securities and Exchange Commission.....	-----	11.54	-----	-----	23.94	2.51
Smithsonian Institution.....	113.11	939.98	333.14	216.38	460.84	186.37
Social Security Board.....	25.12	13.91	20.09	36.92	10.00	214.87
Tariff Commission.....	-----	-----	-----	-----	-----	-----
Tennessee Valley Authority.....	277,299.12	37,216.35	34,829.14	15,193.96	75,140.16	17,777.21
Veterans' Administration.....	-----	-----	19,314.25	21,703.52	29,070.30	50,547.20
Works Progress Administration.....	1,607,388.82	3,429,720.32	2,335,918.92	2,618,393.75	1,605,809.11	5,466,131.46
Total.....	3,211,042.70	4,808,805.38	3,771,724.94	4,098,748.66	3,550,018.70	7,593,387.65
Percent of grand total.....	3.75	5.61	4.40	4.78	4.14	8.86

millwork, roofing material, sand, stone, tar, tile, etc.—Class No. 59

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$855,019.63	\$103,184.38	\$86,997.98	\$83,408.07	\$120,770.50	\$118,472.57	\$2,232,632.05	2.61
21,095.00	12,550.00	31,603.00	16,185.00	24,586.46	21,749.42	253,296.02	.30
713,963.72	396,692.53	380,699.89	608,485.55	869,854.97	987,524.29	6,946,509.61	8.10
138,825.23	101,285.20	103,799.17	123,385.51	230,167.33	140,479.21	1,888,367.45	2.20
386.09	10.50	321.39	2.45	83.25	431.16	2,431.80	Nil
52,005.13	62,442.09	372,039.70	1,247,730.44	267,944.43	342,411.63	2,811,217.49	3.28
5,029.60	48.66	64.34	56.41	694.60	6.86	5,046.21	.01
41,090.01	149,979.29	133,096.93	137,561.24	138,082.93	138,263.91	823,398.89	.96
1,822,094.00	952,216.12	1,068,137.21	1,156,179.55	1,068,376.00	828,160.60	10,340,789.38	12.06
	33.60	13,825.98		15,144.06		29,009.92	.03
						29.00	Nil
68,553.78	31,846.81	46,472.49	34,897.11	96,059.29	36,822.46	457,077.68	.53
526.16	2,298.18	4,535.21	2,821.57	5,096.49	1,094.36	25,946.92	.03
						39.05	Nil
6.63	29.72	34.17	38.62	216.65	673.85	5,092.90	.01
10.00		3.74	12.60	12.60		169.86	Nil
	90.39	26.27	34.26	369.75	85.93	1,418.27	Nil
128.95				142.20		1,121.29	Nil
11.28	13.68			18.71	6.04	185.31	Nil
1,681.98	1,113.18	1,759.13	1,663.55	1,467.27	2,985.27	24,889.83	.03
194.32	22.73	15.54	20.44	4.65	3.49	308.42	Nil
254.10	115.04	233.36	406.11	204.83	198.78	2,744.28	Nil
10,936.26	13,555.85	19,695.19	13,784.42	4,772.46	11,538.90	135,298.63	.16
				5.57		20.35	Nil
780.40	29,698.10	882.10	5,746.00	1,181.87	5,455.53	47,942.93	.06
494.45	18.75	96.80		53.50	42.32	2,581.35	Nil
202.11	12.03	88.96	3.10	35.88	5.03	472.11	Nil
801.76		242.70			301.00	1,649.03	Nil
11,565.25	3,279.42	7,582.25	55,255.00	7,475.64	7,407.76	212,042.44	.25
2.50				2.50		7.50	Nil
	13.48	21.14	1.60	201.60		237.82	Nil
453.51			.39			491.89	Nil
200.07	266.49	156.30	116.62	102.92		3,092.22	Nil
19.90	65.85	76.22		10.00	128.22	621.10	Nil
				12.51		12.51	Nil
25,968.08	13,382.42	81,766.10	30,913.28	21,773.63	17,302.26	648,561.71	.76
102,770.43	9,456.20	38,288.40	56,009.76	71,649.86	48,389.82	447,199.74	.52
18,169,359.67	8,749,422.72	3,295,655.74	4,228,796.26	3,517,873.62	3,358,390.87	58,382,861.26	68.10
22,044,430.00	10,633,143.41	5,688,218.00	7,803,514.91	6,464,448.43	6,068,331.44	85,735,814.22	
25.72	12.38	6.63	9.11	7.54	7.08	100.00	100.00

*Boilers and engines (power-plant, ship); and*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$1,569.30	\$1,242.63	\$737.58	\$1,937.14	\$757.82	\$2,539.02
Commerce.....	7,956.81	3,287.78	2,105.46	2,269.79	2,865.96	954.33
Interior.....	1,707.33	5,824.52	586.61	1,124.74	11,329.83	1,648.76
Justice.....						
Labor.....				21.50		
Navy.....	128,299.02	2,248,917.85	304,142.16	44,951.70	28,353.25	140,429.31
Post Office.....						
State.....						
Treasury.....	19,457.08	8,294.72	20,860.17	876.22	265.05	780.50
War.....	10,043.00	969,678.00	12,487.00	14,754.00	31,217.00	41,784.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	537.03	263.30		496.71	303.48	1,167.45
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Cor- poration.....			5,351.02	4,450.25	2.04	29,086.69
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....			11,802.44	30,564.36	2,026.26	5,595.00
National Advisory Com- mittee for Aeronautics.....					64.23	
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....					35.40	
Panama Canal.....						
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						3,999.00
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....		592.62	3,177.16		613.11	
Veterans' Administration.....			443.23	387.21	2,500.53	456.83
Works Progress Admin- istration.....	18,165.33	26,775.45	15,250.82	15,316.65	2,844.47	15,860.97
Total.....	187,734.90	2,364,876.87	376,943.65	117,150.27	83,178.43	244,301.86
Percent of grand total.....	2.58	32.51	5.18	1.61	1.14	3.36

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$2, 531.99 3, 027.00 324.25	\$37.95 5, 790.00 157.29	\$285.20 45, 042.00 1, 207.27	\$24.93 3, 530.00 1, 589.57	\$418.97 9, 819.03 875.84	\$2, 527.40 1, 308.70 3, 705.60	\$14, 609.93 87, 956.86 30, 081.61	0.20 1.21 .41
149, 672.88 354.00	807, 492.44	764, 989.87	65, 679.62	719, 037.96	161.19 890, 513.43	182.69 6, 292, 479.49 354.00	Nil 86.5 Nil
38, 611.75 88, 390.00	75.00 27, 276.19	1, 453.00 13, 412.56	12, 791.43	367.46 25, 984.00	44.95 21, 970.00	91, 085.90 369, 787.18	1.25 5.09
3.00	415.00	355.26	2, 069.14	510.46	1, 042.72	7, 163.55	.10
35, 101.61	3, 167.76					77, 159.37	1.06
	11, 982.00			374.90		62, 344.96	.86
						64.23	Nil
	162.64					198.04	Nil
	245.00	245.00				4, 489.00	.06
		695.64				695.64	.01
		2.25		14.00	440.89	4, 840.03	.07
258.65	813.87	2, 165.88	2, 614.93	1, 418.67	4, 482.90	15, 542.70	.21
31, 858.81	26, 196.37	6, 204.04	19, 856.63	11, 841.73	25, 069.82	215, 241.09	2.96
350, 133.94 4.82	883, 811.51 12.15	836, 057.97 11.49	108, 156.25 1.49	770, 663.02 10.59	951, 267.60 13.08	7, 274, 276.27 100.00	100.00



*Gyro-compasses and all accessories,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$73.60	\$5.50				
Commerce.....	18.13		\$62.00			\$29.00
Interior.....				\$18.72	\$34.00	26.21
Justice.....						
Labor.....						
Navy.....	3,195.75	93,106.25	33,445.00	46,974.10	346,185.00	10,014.17
Post Office.....						
State.....						
Treasury.....	423.76	2,777.64	341.79	4,927.66	720.33	1,092.34
War.....			4,090.00		43.00	90.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....				41.50		
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....						
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Cor- poration.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Com- mittee for Aeronautics.....						
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....						
Panama Canal.....				1.65		
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....						
Veterans' Administration.....						
Works Progress Admin- istration.....						
Total.....	3,711.24	95,889.39	37,938.79	51,963.63	346,982.33	11,251.72
Percent of grand total.....	0.36	9.23	3.65	4.99	33.41	1.08

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[illegible]

*Articles of special value: Bullion, jewelry, museum collections,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$9,065.12	\$7,644.79	\$7,485.10	\$7,203.98	\$11,775.32	\$5,406.98
Commerce.....	192.57	199.20	229.97	175.70	457.56	303.65
Interior.....	597.56	788.75	548.54	498.38	702.85	1,986.18
Justice.....						
Labor.....	682.36	773.67	1,206.00	623.56	912.32	645.53
Navy.....	4,732.50	4,990.98	21,308.00	5,216.88	15,973.60	10,108.30
Post Office.....		231.00		13.00	283.00	22.00
State.....	6.00	2,059.50	52.50		43.00	608.78
Treasury.....	4,153.70	2,659.33	1,903.32	2,049.67	4,782.19	2,615.45
War.....	7,641.00	7,231.00	4,145.00	4,913.00	6,965.00	9,781.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	41.50					41.67
American Battle Monuments Commission.....	10.50	14.25	5.00	8.75	9.25	11.75
Civilian Conservation Corps.....	22.25	9.00	9.00	10.00	10.00	12.50
Civil Service Commission.....		6.25	15.00	14.59	28.50	107.50
Commodity Credit Corporation.....						
District of Columbia Government.....	4,683.00	3,694.55	876.80	1,147.55	2,598.25	1,024.50
Export-Import Bank.....		507.00	29.85	14.54	482.57	76.41
Farm Credit Administration.....						
Federal Communications Commission.....	6.00	82.50	40.00		40.00	
Federal Housing Administration.....				14.04	25.00	37.20
Federal Power Commission.....				10.00	24.00	18.60
Federal Reserve Board.....	104.00			61.00		
Federal Trade Commission.....		83.00				
General Accounting Office.....	41.67					
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	183.08	1.12	68.25	73.70	51.00	17.00
National Advisory Committee for Aeronautics.....	110.50					
National Archives.....	46.67	5.00	5.00	5.75	47.92	5.00
National Labor Relations Board.....	20.00	20.00	16.00	25.00	25.00	18.75
National Training School for Boys.....						
Panama Canal.....	248.38	841.53	285.94	304.72	808.33	419.26
Reconstruction Finance Corporation.....					8.00	
Rural Electrification Administration.....		39.59	5.00	27.23	442.25	122.98
Securities and Exchange Commission.....						
Smithsonian Institution.....	182.50	93.30			496.00	56.80
Social Security Board.....	250.00	795.00	286.00	213.75	251.25	192.50
Tariff Commission.....	10.00	12.50	93.33	10.00	12.50	10.00
Tennessee Valley Authority.....						
Veterans' Administration.....				75.00	5,098.00	75.00
Works Progress Administration.....	23,727.36	42,356.09	18,843.03	32,595.64	16,458.29	50,821.14
<b>Total</b> .....	56,758.22	75,138.90	57,456.63	55,305.43	68,810.95	84,546.43
<b>Percent of grand total</b> .....	6.06	8.02	6.13	5.90	7.34	9.02

paintings, precious metals and stones, statuary, etc.—Class No. 62

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$6,175.97 3,436.00 588.80	\$4,979.99 375.00 1,456.21	\$4,368.48 242.00 1,382.90	\$4,976.75 451.00 1,078.25	\$8,952.90 891.89 668.63	\$7,715.84 168.41 743.72	\$85,751.22 7,122.95 11,040.77	9.15 .76 1.18
2,422.55 12,587.20 75.00 20.04 3,295.93 22,292.00	319.24 5,668.00 13.00 2,435.50 4,050.11 4,834.65	408.38 6,279.00 213.00 4,689.60 5,480.37	7,068.23 13.00 4,415.57 6,036.28	796.21 29,517.85 29.00 3,708.03 6,257.00	384.75 4,847.93 6.50 609.84 4,382.79 6,151.00	9,174.57 128,296.47 869.50 5,864.16 42,705.59 91,727.30	.98 13.68 .09 .63 4.56 9.79
		41.67			41.67	166.51	.02
11.75	5.00	5.00	17.25	6.25	3.75	108.50	.01
12.50	10.00	12.50	12.50	12.50	10.00	142.75	.02
31.58	56.25	5.00	6.25	66.23		337.15	.04
1,379.75	1,134.00	1,253.50	1,003.70	1,096.75	1,981.13	21,873.48	2.33
			94.59	60.81	97.00	1,362.77	.15
	40.00			40.00		248.50	.03
	94.05	104.06	114.07	147.75	32.25	568.42	.06
	10.00					62.60	.01
66.00		105.50	52.50	65.00		454.00	.05
					83.25	166.25	.02
83.33				64.00		189.00	.02
88.45	75.00	53.50	128.00	100.00	44.75	883.85	.09
70.50			2.50		77.00	260.50	.03
5.00						120.34	.01
25.00	25.00	25.00	25.00	11.25	11.25	247.25	.03
213.28	459.40	958.23	3,907.55	233.28	655.41	9,335.31	1.00
33.00		8.00		8.00	8.00	65.00	.01
147.67	191.67	23.90	188.99	262.07	21.15	1,472.50	.16
82.35 467.88 93.33	236.70 206.25 12.50	1,099.75 168.75 10.00	125.10 220.00 10.00	185.00 185.50 12.50	113.50 347.33 93.33	2,671.00 3,584.21 379.99	.29 .38 .04
		38.58	36.00		1.70	76.28	.01
75.00	6,400.00			1,376.11	3,300.00	16,399.11	1.75
39,374.09	44,984.15	71,075.67	58,394.62	63,469.00	31,431.08	493,530.16	52.62
93,153.95 9.94	78,069.67 8.33	98,052.24 10.46	88,377.70 9.43	118,223.51 12.61	63,364.33 6.76	937,257.96 100.00	100.00



*Tableware (barracks, crews' mess, hotel, hospital, officers' mess,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$1,911.72	\$3,333.39	\$1,258.57	\$2,184.92	\$1,738.55	\$6,722.18
Commerce.....	419.13	166.95	341.98	549.97	623.20	469.86
Interior.....	1,750.79	1,494.55	4,274.13	2,884.83	4,996.01	5,990.26
Justice.....						
Labor.....	16.39	11.12	1.76			151.98
Navy.....	5.00	69,976.60	73.22	13,697.93	1,234.05	3,604.44
Post Office.....	65.00	90.00	5.64	71.84	49.03	
State.....						
Treasury.....	6,010.90	7,680.35	4,818.86	16,109.29	13,487.35	11,433.48
War.....	26,158.00	3,599.00	5,809.00	65,389.00	23,322.00	4,822.00
<b>Independent offices and es- tablishments:</b>						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	377.22	238.33	648.20	1,020.46	1,016.69	201.69
Export-Import Bank.....						
Farm Credit Adminis- tration.....	5.50	1.05	1.05	.60		
Federal Communications Commission.....	2.50	15.40		40.85	6.30	
Federal Housing Admin- istration.....		1.10	2.55	9.55	131.52	6.00
Federal Power Commis- sion.....	7.15	1.65	7.60	8.05	6.55	
Federal Reserve Board.....	42.73	204.04	178.15	191.92	1.53	68.75
Federal Trade Commis- sion.....		5.64			120.00	
General Accounting Office.....	6.39	7.50	5.64		13.58	965.64
Government Printing Office.....						
Home Owners' Loan Corporation.....		51.25	.45		61.00	6.75
Inland Waterways Cor- poration.....		19.23	471.48		158.25	145.58
International Boundary Commission, United States and Mexico.....		316.00				
Interstate Commerce Commission.....	5.61				3.00	
Library of Congress.....						
Maritime Commission.....	241.51	172.27	317.51	43.25	296.56	165.40
National Advisory Com- mittee for Aeronautics.....						
National Archives.....	16.50		26.20	10.15		
National Labor Rela- tions Board.....						
National Training School for Boys.....	60.00		92.00	42.00		103.02
Panama Canal.....	1,966.31	4,938.62	774.10	1,993.76	3,577.78	4,484.10
Reconstruction Finance Corporation.....					6.30	241.00
Rural Electrification Ad- ministration.....					2.65	
Securities and Exchange Commission.....	21.40	10.80	10.78			6.55
Smithsonian Institution.....	2.70	2,710.07	286.80	33.00	213.99	22.70
Social Security Board.....	315.45	6.24	112.19	94.33	114.56	1,121.36
Tariff Commission.....			3.00	32.75		
Tennessee Valley Au- thority.....					1,009.42	
Veterans' Administration.....	11,399.38	33,788.46	14,219.72	25,176.56	34,170.79	8,815.51
Works Progress Admin- istration.....	4,471.98	3,571.31	1,811.03	2,482.01	2,699.96	4,576.91
<b>Total.....</b>	<b>55,279.26</b>	<b>132,410.92</b>	<b>35,551.61</b>	<b>132,067.02</b>	<b>89,060.62</b>	<b>54,125.16</b>
<b>Percent of grand total.....</b>	<b>4.50</b>	<b>10.77</b>	<b>2.89</b>	<b>10.74</b>	<b>7.24</b>	<b>4.40</b>

ship-saloon): Aluminum, china, glass and silverware—Class No. 63

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$22,247.00	\$9,391.18	\$1,847.48	\$4,289.18	\$691.34	\$2,888.34	\$58,503.85	4.76
1,771.00	133.00	132.00	81.00	311.00	60.35	5,059.44	.41
5,749.87	1,691.08	3,515.24	2,692.33	2,095.47	3,619.66	40,754.22	3.31
498.40	7.55		424.09	13.48	15.76	1,140.53	.09
2,345.30	104,916.97	16,959.20	29,966.46	5,755.61	10,121.48	258,656.26	21.05
2.64	317.50	15.40	100.04		27.26	744.35	.06
12,174.26	16,118.08	9,004.43	5,789.49	2,239.62	10,202.68	115,068.79	9.35
15,976.00	5,061.70	52,827.44	25,984.42	6,686.00	33,819.77	269,454.33	21.91
			165.64	9.02		174.66	.02
1,826.68	2,449.64	447.81	607.25	472.86	427.38	9,734.21	.79
			2.00		414.60	424.80	.03
	9.70	4.26			7.58	86.58	.01
2.88	124.88	138.82	152.76		54.70	624.78	.05
	13.10	1.50	6.55	19.33	17.15	88.63	.01
	11.96			170.75		869.83	.07
5.46						131.10	.01
3.25	18.04	304.00	7.35	4.41	5.47	1,341.27	.11
7.15	8.05	234.79	6.55		17.00	392.99	.03
62.09	47.66	157.17		25.46	172.04	1,258.96	.10
						316.00	.03
4.50			13.82	5.47		32.40	Nil
175.86	34,267.24	1,183.40	35,846.10	3,782.83	419.53	76,911.46	6.26
					1.28	1.28	Nil
5.50		8.50	4.25	4.25		75.35	.01
5.61	77.28	147.52	73.81	20.58	90.54	712.36	.06
2,247.68	2,288.54	3,658.84	5,496.96	1,306.14	2,229.52	34,962.35	2.84
	12.00		11.14			270.44	.02
	3.56	863.12				869.33	.07
13.10	21.80	26.20	26.20		141.35	278.18	.02
9.92		19.84	5.12	2.38	9.92	3,316.44	.27
5,740.46	2,075.52	323.74	340.98	160.00	1.25	10,412.08	.85
	11.00		1.80			48.55	Nil
	464.70	824.16	324.75	48.85	858.71	3,530.59	.29
8,718.05	32,538.12	31,739.28	12,757.54	16,730.11	23,510.61	253,564.13	20.62
4,515.08	12,114.15	15,076.32	9,601.60	10,013.92	8,794.33	79,728.60	6.49
84,113.74	224,194.00	139,460.45	134,779.18	50,568.88	97,928.26	1,229,539.10	100.00
6.84	18.23	11.34	10.97	4.11	7.97	100.00	100.00

*Bakeshop and kitchen apparatus and utensils: Aluminum utensils;*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$3,897.94	\$1,832.54	\$6,018.73	\$3,340.68	\$2,112.40	\$11,480.29
Commerce.....	115.31	481.18	141.66	136.74	933.06	405.60
Interior.....	2,477.51	1,335.99	2,955.04	4,959.66	4,000.55	3,148.21
Justice.....						
Labor.....	1.87	18.46			14.10	
Navy.....	4,483.64	24,115.89	34,877.11	3,972.73	23,431.71	9,579.81
Post Office.....						
State.....						
Treasury.....	2,808.55	3,448.19	3,371.10	5,228.08	4,048.03	2,576.30
War.....	57,459.00	15,758.00	41,322.00	23,291.00	73,244.00	42,981.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	746.71	98.06	39.23	269.51	134.10	139.53
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....				1.08	1.77	
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....	1.00					
General Accounting Office.....					1.55	
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....	35.10		13.96	82.60	9.95	248.21
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....					17.00	
Maritime Commission.....	507.47	783.06	553.01	517.60	303.73	440.60
National Advisory Committee for Aeronautics.....						
National Archives.....					43.22	
National Labor Relations Board.....						
National Training School for Boys.....	15.00	12.00	7.00	40.72		
Panama Canal.....	3,518.20	7,513.83	1,581.17	4,940.99	6,156.09	4,942.47
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	2.65	118.80	.94	1.89		1.10
Social Security Board.....				1.92	65.12	1.20
Tariff Commission.....						
Tennessee Valley Authority.....						
Veterans' Administration.....	8,298.55	10,456.53	3,490.15	7,815.73	6,486.00	9,185.45
Work Projects Administration.....	1,267.80	1,725.00	1,840.50	1,673.94	846.35	4,287.61
Total.....	85,636.30	67,697.53	96,211.60	56,274.87	121,849.33	89,417.08
Percentage of grand total.....	8.79	6.94	9.87	5.78	12.50	9.18

galley gear; tinware; all accessories, outfits and parts—Class No. 64

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$9,037.83	\$4,154.84	\$4,473.93	\$6,030.63	\$1,344.20	\$2,467.24	\$56,191.25	5.77
766.00	312.00	406.00	147.00	250.94	236.48	4,331.97	.44
12,187.63	2,312.90	1,192.36	2,079.44	3,325.05	4,667.10	44,641.44	4.58
6,966.45	53,447.05	19,664.60	13,525.14	14,821.96	5.79	40.22	Nil
					11,770.05	220,656.14	22.66
4,265.16	1,015.71	10,754.69	2,788.45	2,928.38	829.77	44,062.41	4.52
31,734.00	4,931.15	5,115.02	14,904.01	23,164.00	38,013.00	371,916.18	38.17
87.30	1,200.50	1,189.15	435.08	402.96	148.56	4,890.69	.50
		1.30	1.30			2.60	Nil
.48					1.55	4.88	Nil
					25.00	25.00	Nil
.43						1.43	Nil
1.70						3.25	Nil
3.98	2.01			1.34		7.33	Nil
37.78		167.06	7.56	44.73	71.84	718.79	.07
						17.00	Nil
470.85	650.40	210.66	4,408.04	3,782.84	391.74	13,020.00	1.34
						43.22	Nil
56.52	75.60		2.36		7.66	216.86	.02
3,087.99	3,049.84	17,065.30	7,210.13	2,648.25	3,748.70	66,062.66	6.78
				63.49		63.49	.01
	1.10	425.78	47.40	5.40		605.06	.06
13				2.40		70.77	.01
	96.50	107.34	231.17	58.70	177.50	671.21	.07
10,100.46	2,517.81	2,330.36	4,667.29	9,493.38	17,447.68	92,289.99	9.48
6,412.53	12,530.56	8,953.05	5,538.68	3,395.26	5,338.15	53,809.43	5.52
85,217.22	86,297.97	72,656.60	62,023.68	65,733.28	85,347.81	974,363.27	
8.74	8.86	7.46	6.37	6.75	8.76	100.00	100.00



*Ovens, ranges, and stoves; and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$8,340.98	\$5,690.71	\$3,094.21	\$3,313.78	\$7,052.61	\$9,437.19
Commerce.....	1,706.87	1,335.20	1,166.69	1,394.30	930.48	1,519.68
Interior.....	8,609.89	7,171.52	13,087.68	16,018.73	3,124.32	7,739.45
Justice.....						
Labor.....		2.94	6.57	5.82		
Navy.....	13,563.49	8,238.75	8,146.18	4,586.80	17,222.40	21,894.82
Post Office.....						
State.....						
Treasury.....	1,092.13	303.06	1,219.46	1,701.79	2,550.84	3,589.20
War.....	58,065.00	51,479.00	23,837.00	41,485.00	59,856.00	20,890.00
Independent offices and establishments:						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	56.47			40.75	1,111.37	909.59
Export-Import Bank.....						
Farm Credit Administration.....		7.14				
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....	322.44	87.94	.80	308.90	8.60	411.86
International Boundary Commission, United States and Mexico.....	284.16					
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....	59.23	12.00	40.15	47.10	150.51	75.40
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....			145.00	42.18	32.00	
Panama Canal.....	4,419.62	2,087.45	13,849.21	2,247.90	3,496.22	1,875.46
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....			16.85	58.55	354.79	
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....		1,374.35			1,002.00	75.00
Veterans' Administration.....	12,447.83	15,684.80	4,829.42	10,029.43	9,234.84	11,656.63
Works Progress Administration.....	9,481.01	31,945.01	2,367.93	2,394.44	518.83	1,937.84
Total.....	118,449.12	125,419.87	71,807.15	83,675.47	106,645.81	82,012.12
Percent of grand total.....	8.72	9.24	5.29	6.16	7.85	6.04

*accessories, outfits, and parts—Class No. 65*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$21,871.36 1,816.00 20,160.13	\$10,579.36 790.00 5,779.46	\$4,431.12 1,640.00 939.57	\$5,654.49 1,580.00 8,018.67	\$7,392.89 1,795.92 9,062.12	\$9,262.15 1,887.63 9,928.72	\$96,120.85 17,562.77 109,640.26	7.08 1.29 8.07
13,246.21	3,515.00	14,536.00	11,775.63	7.00 9,314.48 393.13	105.60 15,089.21	127.83 141,128.97 393.13	.01 10.39 .03
1,764.12 107,647.00	326.42 18,890.04	808.14 13,612.74	667.08 45,541.82	425.22 186,974.00	382.71 30,181.00	14,820.17 658,458.60	1.09 48.49
				99.90		99.90	.01
	1,054.60	431.16	968.54	66.34	422.66	5,061.38	.37
						7.14	Nil
					9.12	9.12	Nil
	223.66	441.02	749.30	51.24	206.32	2,812.08	.21
				318.69		602.85	.04
88.40				69.10	60.40	602.29	.04
25.90 4,014.28	4,510.56	13,082.39	3,115.86	9,745.02	6,785.15	245.08 69,229.12	.02 5.10
				66.44		66.44	Nil
4.20	17.50			23.23		476.12	.04
664.51 12,721.26	62.30 3,247.68	194.53 3,340.00	412.60 4,006.86	622.58 10,220.84	642.95 15,102.41	5,050.82 112,522.00	.37 8.28
1,973.07	6,810.41	6,854.21	9,385.69	25,242.62	24,290.62	123,201.68	9.07
185,986.44 13.69	55,806.89 4.11	60,310.88 4.44	91,876.54 6.77	261,890.76 19.27	114,356.65 8.42	1,358,237.70 100.00	100.00

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$123,801.35	\$101,097.27	\$268,011.37	\$141,050.67	\$123,645.62	\$201,875.69
Commerce.....	71,585.97	85,600.00	78,567.48	70,267.81	33,945.38	51,800.50
Interior.....	319,357.90	250,290.18	810,921.36	643,840.59	2,286,341.29	355,063.49
Justice.....						
Labor.....	294.74	7.00	293.96	196.30	41.10	
Navy.....	157,309.74	33,498.15	20,292.48	610,096.02	508,858.62	407,021.06
Post Office.....	60,089.34	1,869.08	4,738.10	2,984.15	5,790.50	232,604.38
State.....						
Treasury.....	13,603.06	10,800.27	8,328.47	9,725.10	12,671.73	11,742.37
War.....	440,475.00	515,969.00	517,743.00	487,520.00	522,430.00	489,786.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia government.....	4,993.93	6,330.62	22,712.20	3,994.81	4,463.16	5,744.20
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....				75.78		10.30
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....			25.00			
Government Printing Office.....	55,636.80	57,561.21	70,459.52	8,392.04	15,645.18	23,085.57
Home Owners' Loan Corporation.....				383.38	126.61	1.75
Inland Waterways Cor- poration.....	213.04	262.13	358.23	911.47	1,220.23	298.33
International Boundary Commission, United States and Mexico.....	23,199.05	10,866.99	4,058.68	1,412.02	7,279.80	5,207.97
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....			5,082.00	5,345.40		
National Advisory Com- mittee for Aeronautics.....	80.40					
National Archives.....				1.00		
National Labor Rela- tions Board.....						
National Training School for Boys.....	32.00		13.00	25.07	23.56	412.89
Panama Canal.....	29,640.21	48,883.24	63,210.70	23,242.34	32,465.83	29,167.32
Reconstruction Finance Corporation.....						3,796.50
Rural Electrification Ad- ministration.....				52.25		
Securities and Exchange Commission.....						
Smithsonian Institution.....	38.46		1,299.78	58.20	76.50	12.00
Social Security Board.....	260.07	19.95		215.95	14.25	.19
Tariff Commission.....						
Tennessee Valley Au- thority.....	450,026.99	68,993.59	69,539.91	171,505.64	52,332.31	77,303.76
Veterans' Administration.....	16,597.10	20,913.06	8,628.65	17,799.98	15,248.88	17,667.16
Works Progress Admin- istration.....	566,273.00	1,266,739.86	605,481.35	906,237.00	373,828.58	1,175,637.92
Total.....	2,334,108.15	2,479,791.60	2,559,765.33	3,105,332.97	3,996,449.13	3,088,239.35
Percent of grand total.....	5.43	5.76	5.95	7.22	9.29	7.18

ment—Class No. 66

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$411,023.66 90,516.00 385,974.52	\$102,857.20 40,493.00 296,508.35	\$84,755.59 174,720.00 114,011.93	\$94,350.81 23,996.00 265,931.84	\$134,415.33 18,769.23 270,101.36	\$98,656.24 21,523.96 303,811.33	\$1,885,540.80 761,785.33 6,302,154.14	4.38 1.77 14.65
264.47 964,074.19 405,487.25	38.56 50,162.32 1,052.81	75.22 140,056.12 100,844.86	241.55 241,178.07 5,851.49	273,700.58 5,668.29	362,325.40 10,378.62	1,452.90 3,768,572.75 837,358.87	Nil 8.76 1.95
194,389.39 1,434,047.00	20,958.08 663,452.20	17,399.98 923,383.69	26,247.55 2,254,879.06	24,910.92 1,380,113.00	39,415.29 2,496,921.00	390,282.21 12,126,718.95	.91 28.19
			19,326.92			19,326.92	.05
36,644.38	1,853.25	6,541.55	1,699.58	7,438.42	2,366.53	104,782.72	.24
100.00				46.90	55.89	288.87	Nil
		191.39				216.39	Nil
107,773.11	11,414.81	19,413.27	17,202.35	133,687.45	31,497.04	551,768.35	1.28
18.40					7.50	537.64	Nil
505.31		328.28	13,854.85	840.42	3,703.69	22,495.98	.05
79,932.31	19,015.92	5,288.40	17,570.20	18,665.11	34,019.95	226,516.40	.53
			730.00			730.00	Nil
	3,460.90	5,510.00		5,609.50	1,140.46	26,148.26	.06
	1,699.20	607.15 671.00	1,652.87			4,039.62 672.00	.01 Nil
273.84 28,195.38	228.44 22,458.92	94.20 93,152.22	377.94 20,858.59	219.43 38,098.84	272.68 23,423.09	1,973.05 452,796.68	Nil 1.05
3,490.74						7,287.24	.02
			87.50		65.21	204.96	Nil
309.74	38.00 580.50	50.00	22.50 25.00	20.00	6.00	1,931.18 1,115.91 25.00	Nil Nil Nil
201,627.72 22,344.52	1,028,583.12 6,152.10	157,105.03 7,298.93	552,222.35 7,709.13	43,738.48 16,554.67	118,636.68 22,087.86	2,991,615.58 179,002.04	6.95 .42
1,694,412.96	1,128,228.25	824,108.42	1,435,862.02	1,249,215.07	1,133,944.07	12,360,568.50	28.73
6,061,429.89 14.08	3,399,235.93 7.90	2,675,607.23 6.22	5,001,878.17 11.62	3,621,813.00 8.42	4,704,258.49 10.93	43,027,909.24 100.00	100.00



*Forage; bulbs and roots; plants*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	71,946.75	\$141,517.25	\$71,833.48	\$142,815.67	\$161,731.42	\$228,193.95
Commerce.....	182.86	108.00	116.54	1,094.31	925.20	161.62
Interior.....	48,064.42	22,888.68	21,650.68	46,167.78	44,717.85	37,529.25
Justice.....	-5,092.16	18,334.00	6,553.00	12,100.00	6,619.52	3,062.88
Labor.....	67.67		8.45	13.20		188.00
Navy.....	2,357.61	1,044.04	2,209.90	3,618.79	1,730.40	6,439.75
Post Office.....						
State.....						
Treasury.....	4,710.81	9,983.53	5,102.71	5,896.12	7,909.71	3,176.52
War.....	220,889.00	19,962.00	448,075.00	240,306.06	99,030.00	258,676.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	3,761.64	4,585.42	5,039.91	8,266.87	1,889.68	5,029.81
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....						
Federal Housing Administration.....						
Federal Power Commission.....						
Federal Reserve Board.....						47.10
Federal Trade Commission.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Corporation.....						
International Boundary Commission United States and Mexico.....				9.00		
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Committee for Aeronautics.....					19.00	19.00
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....	745.00	770.00	820.00	967.00	898.00	655.70
Panama Canal.....	7,557.13	8,293.20	2,132.42	7,076.28	3,929.08	6,791.68
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	803.38	865.69	594.28	739.90	1,612.25	723.17
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....		161.00	119.75		8.00	
Veterans Administration.....	4,795.12	10,738.43	6,642.39	9,606.41	17,072.43	5,761.99
Works Progress Administration.....	54,097.03	26,827.67	26,669.78	57,681.82	71,172.80	55,970.75
<b>Total.....</b>	<b>425,070.58</b>	<b>266,078.91</b>	<b>597,568.29</b>	<b>536,359.15</b>	<b>419,265.34</b>	<b>612,427.17</b>
<b>Percent of Grand Total.....</b>	<b>7.46</b>	<b>4.67</b>	<b>10.49</b>	<b>9.43</b>	<b>7.36</b>	<b>10.76</b>

shrubs, and trees; seeds—Class No. 67

[illegible]

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$1,185.99	\$1,533.31	\$1,353.56	\$2,086.26	\$4,122.26	\$4,884.15
Commerce.....	82.97	56.90	95.20	290.32	1,808.24	178.71
Interior.....	18,875.45	5,862.65	8,907.69	21,794.85	17,451.11	19,013.38
Justice.....						
Labor.....						
Navy.....						
Post Office.....						
State.....						
Treasury.....	4,403.21	6,448.46	4,951.41	5,716.35	9,374.39	4,795.89
War.....	32,372.00	16,608.00	21,564.00	35,599.00	52,699.00	61,410.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....		3,308.08	60.00	47.50	249.00	21.13
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Ad- ministration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Cor- poration.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Com- mittee for Aeronautics.....						
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....						
Panama Canal.....						
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....		150.00		730.00	13.00	957.50
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....						
Veterans' Administration.....						
Works Progress Admin- istration.....	27.00	192.00	139.80	77.20	.30	
Total.....	56,946.62	34,159.40	37,071.66	66,341.48	85,717.30	91,260.76
Percent of grand total.....	4.66	2.80	3.04	5.43	7.02	7.48

## CONCENTRATION OF ECONOMIC POWER

281

Class No. 68 -

[illegible]



*Vehicles (animal- and hand-drawn); and all*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$507.66	\$1,982.57	\$2,098.73	\$3,553.54	\$2,824.36	\$4,283.72
Commerce.....	86.46	28.25	5,535.31	5.75	163.72	525.07
Interior.....	1,314.91	335.30	340.45	561.48	1,183.21	1,679.84
Justice.....						
Labor.....				22.50		
Navy.....	50,570.00	289.80	4,345.36		8,819.00	2,749.05
Post Office.....	200.27	15.45	549.27	281.16	17.90	331.68
State.....						
Treasury.....	309.83	389.13	648.84	520.99	704.68	910.71
War.....	2,867.00	2,214.00	21,302.00	15,436.00	13,183.00	13,070.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....		5.46				
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....			72.60			
Commodity Credit Cor- poration.....						
District of Columbia Government.....	510.52	975.58	144.49	533.73	12.70	106.48
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....	4.86			19.60		
Federal Housing Admin- istration.....			21.60			
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....			66.70	42.00	85.60	
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....		39.20		13.00	47.40	
Inland Waterways Cor- poration.....	134.41					
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....	51.00		24.75	21.17		
Library of Congress.....						
Maritime Commission.....						
National Advisory Com- mittee for Aeronautics.....						
National Archives.....		312.00			666.00	
National Labor Rela- tions Board.....						
National Training School for Boys.....				.50		5.00
Panama Canal.....	119.72	261.61	86.40	237.89	134.21	197.16
Reconstruction Finance Corporation.....					53.58	21.40
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....		35.90				
Smithsonian Institution.....			1.54			
Social Security Board.....	118.30		31.04	25.40		101.60
Tariff Commission.....						
Tennessee Valley Au- thority.....						
Veterans' Administration.....			268.71	2,873.05	482.32	3,768.56
Works Progress Admin- istration.....	6,738.17	9,211.99	23,987.19	67,205.38	23,293.03	89,428.30
Total.....	63,533.11	16,096.24	59,525.48	91,380.73	51,670.71	117,178.57
Percent of grand total.....	6.46	1.64	6.05	9.29	5.26	11.91

accessories, outfits, and parts—Class No. 69

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$11,120.05	\$2,290.52	\$1,155.69	\$1,953.82	\$845.28	\$1,145.24	\$33,761.18	3.43
131.00	87.00	279.00	117.00	202.70	136.60	7,297.86	.74
2,537.78	1,795.86	1,781.00	1,451.72	854.94	669.55	14,606.54	1.47
76.12		5.33		3.85		107.80	.01
1,303.23	5.49	593.00	683.49	770.80	900.60	71,057.41	7.22
27.89	1,347.83	290.62	140.91	7.38	196.85	3,407.21	.35
4,773.40	1,042.00	3,381.06	1,307.24	339.97	1,273.94	15,601.79	1.59
24,942.00	6,315.23	21,145.38	13,568.86	7,488.00	3,882.00	145,413.47	14.78
						5.46	Nil
				131.34		203.94	.02
312.69	282.63	67.66	461.66	21.65	491.48	3,921.27	.40
					8.44	8.44	Nil
						24.46	Nil
	39.92					61.52	.01
272.40						466.70	.05
				49.43		49.43	.01
46.00				22.90		145.60	.01
						134.41	.01
						96.92	.01
					1.62	979.62	.10
102.00		15.00				20.50	Nil
		112.60			1,116.94	2,368.53	.24
						74.98	.01
51.20			10.40	76.80		174.30	.02
33.20	22.90		22.90	2,262.00		2,342.54	.24
2,532.15		26.20	678.00			3,512.69	.36
	273.47	334.68	114.14	21.45	15.00	758.74	.08
3,274.73	77.87	1,070.67	1,051.39	821.67	100.50	13,789.47	1.40
67,962.56	86,863.26	78,819.89	69,970.32	78,678.02	60,878.71	663,036.82	67.44
119,498.40	100,443.98	109,077.78	91,531.85	92,598.18	70,817.47	983,329.60	
12.15	10.22	11.08	9.31	9.42	7.21	100.00	100.00

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$15,898.51	\$6,227.12	\$19,977.16	\$33,859.11	\$40,462.16	\$36,657.03
Commerce.....	28.89	69.16		39.15	529.67	250.30
Interior.....	5,659.56	1,011.39	5,841.11	12,947.96	7,638.20	18,426.15
Justice.....						
Labor.....		5.69	22.34	6.30	9.06	9.69
Navy.....	4,044.27	1,231.50	1,768.66	1,498.05	3,642.68	5,432.65
Post Office.....	222.05	21.94		225.72	16.07	24.42
State.....						
Treasury.....	98.103	2,184.26	731.73	1,266.47	2,124.55	1,551.70
War.....	14,347.00	3,930.00	6,133.00	30,613.00	15,521.00	10,875.00
<b>Independent offices and es-</b>						
<b>tablishments:</b>						
Alley Dwelling Author-						
ity.....		8.07		1.09		3.97
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....						
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....	857.00	1,986.40	540.10	922.85	1,490.57	2,016.97
Export-Import Bank.....						
Farm Credit Administra-						
tion.....						
Federal Communications						
Commission.....						
Federal Housing Admin-						
istration.....						
Federal Power Commis-						
sion.....						
Federal Reserve Board.....						
Federal Trade Commis-						
sion.....						
General Accounting						
Office.....						
Government Printing						
Office.....						
Home Owners' Loan						
Corporation.....						
Inland Waterways Cor-						
poration.....						
International Boundary						
Commission, United						
States and Mexico.....						
Interstate Commerce						
Commission.....						
Library of Congress.....						
Maritime Commission.....						805.50
National Advisory Com-						
mission, Aeronautics.....					69.99	
National Archives.....						
National Labor Rela-						
tions Board.....						
National Training						
School for Boys.....	36.00	15.00	105.00		8.40	53.65
Panama Canal.....	2,693.89	4,184.82	1,064.32	443.11	1,838.74	449.55
Reconstruction Finance						
Corporation.....						
Rural Electrification Ad-						
ministration.....						
Securities and Exchange						
Commission.....						
Smithsonian Institution.....	9.50			4.50	41.58	1.38
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au-						
thority.....			235.00	819.35	1,288.42	
Veterans' Administration.....	30,536.30	27,600.07	5,776.29	6,415.48	7,730.29	7,502.13
Works Progress Admin-						
istration.....	95,154.36	70,219.27	38,712.39	105,088.32	26,202.40	155,515.95
<b>Total.....</b>	<b>170,468.36</b>	<b>118,694.69</b>	<b>80,907.10</b>	<b>194,150.46</b>	<b>108,613.78</b>	<b>239,576.04</b>
<b>Percent of grand total.....</b>	<b>8.85</b>	<b>6.16</b>	<b>4.21</b>	<b>10.08</b>	<b>5.64</b>	<b>12.44</b>

## 285

[illegible]



*Badges, insignia, medals,*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$1,913.90	\$45.24	\$517.14	\$1,715.53	\$352.24	\$470.29
Commerce.....	23.15	16.33		42.00		406.00
Interior.....	64.98	97.75	54.00	213.65	79.60	112.12
Justice.....						
Labor.....						
Navy.....	4,080.00	3,055.00	3,055.00	17,295.45	3,517.55	9,651.75
Post Office.....		69.25				
State.....						
Treasury.....	254.48	318.40	15.58	1,482.10	127.11	117.00
War.....	1,951.00	3,803.00	356.00	8,763.00	4,270.00	12,711.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	82.66				429.00	152.65
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....			18.50			
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Office.....						
Government Printing Office.....						
Home Owners' Loan Corporation.....				219.20		
Inland Waterways Cor- poration.....			8.08			
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....		1.65				
National Advisory Com- mittee for Aeronautics.....						
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....						
Panama Canal.....	100.00	16.21		24.65	288.00	357.02
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....	7.75	1.50	5.00			
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....						
Veterans' Administration Works Progress Admin- istration.....	95.25	234.82		125.70		499.26
Total.....	8,573.17	12,659.15	4,029.30	29,881.28	9,063.50	24,477.09
Percent of grand total.....	3.81	5.61	1.79	13.25	4.02	10.85

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Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$628. 49	\$357. 57	\$1, 562. 73	\$405. 44	\$202. 50	\$2, 136. 94
Commerce.....	61. 40	59. 69	177. 26	288. 27	370. 29	188. 98
Interior.....	4, 557. 49	3, 107. 64	3, 067. 00	3, 695. 27	6, 390. 97	6, 094. 37
Justice.....						
Labor.....	66. 10	11. 14	17. 43	12. 00	29. 02	8. 83
Navy.....	48, 442. 06	299, 407. 00	30, 753. 08	39, 052. 88	8, 156. 60	264, 844. 00
Post Office.....		11. 74				
State.....						
Treasury.....	1, 249. 84	1, 642. 06	2, 017. 94	2, 385. 91	1, 274. 57	645. 27
War.....	83, 406. 00	1, 012, 391. 00	165, 126. 00	110, 736. 00	30, 173. 00	2, 654, 369. 00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....	1, 072. 61	5, 104. 47	189. 37	849. 95	14. 42	491. 38
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....	6. 00					
General Accounting Office.....	. 20					
Government Printing Office.....						
Home Owners' Loan Corporation.....						
Inland Waterways Cor- poration.....	12. 25	6. 75	16. 30	21. 95		
International Boundary Commission, United States and Mexico.....	12. 88	110. 26			71. 52	
Interstate Commerce Commission.....						43. 53
Library of Congress.....						
Maritime Commission.....	23. 35	4. 50	198. 51	220. 62	152. 67	175. 25
National Advisory Com- mittee for Aeronautics.....				100. 00	111. 90	10. 50
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....		55. 00		293. 00	246. 00	405. 03
Panama Canal.....	4, 556. 68	13, 698. 96	25, 892. 47	28, 402. 58	13, 859. 73	8, 905. 66
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....				23. 84		41. 56
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....		767. 46	21. 00	2, 715. 00	763. 32	736. 78
Veterans' Administration Works Progress Admin- istration.....	8, 206. 39	23, 946. 72	23, 232. 11	41, 355. 53	8, 624. 93	25, 972. 02
Total.....	152, 301. 74	1, 360, 681. 96	252, 271. 20	230, 558. 24	70, 441. 44	2, 965, 069. 10
Percent of grand total.....	1. 95	17. 38	3. 22	2. 95	0. 90	37. 87

*rubber clothing—Class No. 72*

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$1,287.98	\$2,169.49	\$794.75	\$496.52	— \$178.70	\$2,366.31	\$12,587.42	0.16
217.00	113.00	948.00	978.00	461.42	673.16	4,536.47	.06
6,109.08	2,552.47	3,376.95	2,710.18	2,814.55	5,372.81	49,848.78	.64
19.35	9.63	12.57	14.26	32.53	31.31	264.17	Nil
45,309.00	5,928.70	8,429.00	16,574.60	48,478.50	30,381.00	845,756.42	10.80
						11.74	Nil
623.20	190.49	2,167.19	1,303.20	2,984.90	1,004.47	17,489.04	.22
186,651.00	39,307.51	409,458.48	654,797.52	27,182.00	596,657.00	5,970,254.51	76.25
3,894.22	455.56	12,223.35	474.15	1,648.21	254.94	26,672.63	.34
		7.65				7.65	Nil
5.40						11.40	Nil
						.20	Nil
24.75				8.82	15.49	106.31	Nil
	24.00				143.04	361.70	Nil
						43.53	Nil
369.85	138.60	275.10	256.40	106.97	166.63	2,088.45	.03
7.25						229.65	Nil
307.26	386.40			352.80	30.60	2,076.09	.03
25,537.63	20,483.01	36,160.12	40,465.00	20,429.96	5,468.39	243,860.19	3.12
				5.30		5.30	Nil
						65.40	Nil
				1.52		1.52	Nil
	2,673.78	2,545.26	1,993.49	812.80	2,307.28	15,336.17	.20
8,436.27	93.60	99.44	71.52		3.67	8,704.50	.11
17,598.15	29,560.91	18,263.69	34,636.37	206,118.87	191,432.41	628,948.10	8.04
296,397.39	104,087.15	494,761.55	754,771.21	311,617.85	836,308.51	7,829,267.34	
3.78	1.33	6.32	9.64	3.98	10.68	100.00	100.00



*Caps; hats; gloves; men's and*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$68. 05	\$47. 46	\$70. 49	\$295. 41	\$454. 95	\$269. 08
Commerce.....		23. 24			9. 00	41. 11
Interior.....	1, 761. 28	5, 584. 89	133. 98	194. 47	834. 85	911. 23
Justice.....	33, 605. 20	37, 551. 00	31, 540. 00	34, 551. 00	39, 947. 60	42, 952. 85
Labor.....	39. 50	89. 67	1. 69	5. 65		
Navy.....	4, 296. 45	211. 90	15. 90	19, 237. 80	3, 000. 70	12. 99
Post Office.....						
State.....						
Treasury.....	1, 121. 18	211. 97	697. 25	193. 81	247. 64	1, 355. 43
War.....	188, 925. 00	5, 135. 00	79, 636. 00	174, 490. 00	17, 948. 00	53, 146. 00
<b>Independent offices and ex-</b>						
<b>establishments:</b>						
Alley Dwelling Author-						
ity.....						
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....						
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....	267. 44	128. 55	195. 20	705. 34	63. 52	308. 09
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....						
Federal Communications						
Commission.....						
Federal Housing Admin-						
istration.....						
Federal Power Commis-						
sion.....						
Federal Reserve Board						
Federal Trade Commis-						
sion.....						
General Accounting Of-						
fice.....						
Government Printing Of-						
fice.....						
Home Owners' Loan						
Corporation.....						
Inland Waterways Cor-						
poration.....						
International Boundary						
Commission, United						
States and Mexico.....						
Interstate Commerce						
Commission.....						
Library of Congress.....						
Maritime Commission.....	16. 82	6. 20	8. 24			47. 50
National Advisory Com-						
mittee for Aeronautics.....						
National Archives.....						
National Labor Rela-						
tions Board.....						
National Training School						
for Boys.....		35. 00				
Panama Canal.....	5, 630. 22	9, 546. 79	11, 174. 71	19, 568. 58	16, 388. 78	5, 009. 09
Reconstruction Finance						
Corporation.....						
Rural Electrification Ad-						
ministration.....						
Securities and Exchange						
Commission.....						
Smithsonian Institution.....	35. 65	6. 90				49. 81
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au-						
thority.....						
Veterans' Administration			540. 00	2, 795. 45		
Works Progress Admin-						
istration.....	186. 22	251. 78	466. 75	614. 71		157. 11
<b>Total.....</b>	<b>235, 953. 01</b>	<b>58, 830. 35</b>	<b>124, 480. 21</b>	<b>252, 652. 22</b>	<b>78, 895. 04</b>	<b>104, 260. 29</b>
<b>Percent of grand total.....</b>	<b>10. 95</b>	<b>2. 73</b>	<b>5. 77</b>	<b>11. 72</b>	<b>3. 66</b>	<b>4. 84</b>

[illegible]

*Individual equipment (field and*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$80. 37		\$18. 69	\$210. 60	\$304. 64	\$228. 56
Commerce.....		\$773. 40	60. 95	4. 12	52. 98	297. 88
Interior.....	178. 64	108. 00	140. 34	2. 50	169. 17	
Justice.....						
Labor.....						
Navy.....	163. 24	460. 50	16. 00	3, 788. 00		1, 662. 00
Post Office.....						
State.....			345. 00		1, 100. 00	
Treasury.....						
War.....	7, 337. 00	89, 192. 00	16, 976. 00	80, 603. 00	106, 772. 00	41, 969. 00
Independent offices and es-						
tablishments:						
Alley Dwelling Author-						
ity.....						
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....						
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....					42. 50	230. 00
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....						
Federal Communications						
Commission.....						
Federal Housing Admin-						
istration.....						
Federal Power Commis-						
sion.....						
Federal Reserve Board.....						
Federal Trade Commis-						
sion.....						
General Accounting						
Office.....						
Government Printing						
Office.....						
Home Owners' Loan						
Corporation.....						
Inland Waterways Cor-						
poration.....						
International Boundary						
Commission, United						
States and Mexico.....						
Interstate Commerce						
Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Com-						
mittee for Aeronautics.....						
National Archives.....						
National Labor Rela-						
tions Board.....						
National Training						
School for Boys.....						
Panama Canal						
Reconstruction Finance						
Corporation.....						
Rural Electrification Ad-						
ministration.....						
Securities and Exchange						
Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au-						
thority.....						
Veterans' Administration.....						19. 36
Works Progress Admin-						
istration.....			197. 66	197. 92	79. 80	327. 68
Total.....	7, 759. 25	90, 533. 90	17, 754. 64	84, 806. 14	108, 521. 09	44, 734. 48
Percent of grand total.....	1. 18	13. 80	2. 71	12. 93	16. 55	6. 82

[illegible]



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$31,441.95	\$32,124.03	\$33,225.01	\$34,883.23	\$37,467.22	\$29,237.75
Commerce.....	55,998.23	67,061.79	57,506.71	61,282.82	65,372.84	58,729.78
Interior.....	91,638.67	99,991.38	93,778.60	103,141.92	104,572.33	105,244.52
Justice.....	26,026.69	23,246.52	19,038.33	21,917.80	24,403.84	22,170.15
Labor.....	2,026.23	1,813.45	1,393.13	2,115.89	1,219.60	1,071.49
Navy.....	40,618.59	41,100.96	39,894.80	41,045.19	43,128.55	40,791.43
Post Office.....	267,230.26	218,910.10	241,196.14	224,362.13	218,518.33	208,924.23
State.....						
Treasury.....	68,426.01	64,851.16	63,546.62	71,490.02	64,630.29	53,503.31
War.....	283,569.00	298,463.00	270,387.00	284,125.00	310,257.00	314,654.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	359.02	36.70	1.60	55.53	41.45	37.84
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....			271.50			
District of Columbia Government.....	15,378.66	20,595.16	28,273.91	100,309.76	31,947.09	25,723.57
Export-Import Bank.....						
Farm Credit Administration.....						
Federal Communications Commission.....	75.00	70.25	233.58	252.91	225.00	221.50
Federal Housing Administration.....	835.97	710.57	951.50	768.05	253.45	618.50
Federal Power Commission.....	51.43	72.00	87.00	59.00		153.00
Federal Reserve Board.....	4,172.46	982.90	1,017.40	1,134.30	994.45	1,131.30
Federal Trade Commission.....						
General Accounting Office.....	828.83	821.95	892.48	853.24	866.56	780.77
Government Printing Office.....	7,594.58	12,313.52	6,261.27	14,043.85	6,767.16	9,392.98
Home Owners' Loan Corporation.....	5,721.07	5,216.56	6,337.66	7,250.32	6,338.90	6,141.42
Inland Waterways Corporation.....	3,013.24	2,749.69	2,894.81	2,893.38	2,546.65	2,917.82
International Boundary Commission, United States and Mexico.....	141.75	15.00	52.60	61.00	65.00	69.75
Interstate Commerce Commission.....	39.03	70.49	56.90	114.13	61.51	82.17
Library of Congress.....						
Maritime Commission.....	209.76	200.00	150.00	150.00	271.33	225.00
National Advisory Committee for Aeronautics.....	2,600.00	2,600.00	3,061.00	3,862.00	3,862.00	3,990.00
National Archives.....						
National Labor Relations Board.....	150.65	98.35	219.00	244.00	248.16	228.50
National Training School for Boys.....	100.00		400.00	348.00	340.37	297.17
Panama Canal.....	12.75	12.44	11.90	12.50	10.50	10.50
Reconstruction Finance Corporation.....	2,227.27	1,527.03	577.82	2,251.33	1,525.94	1,609.38
Rural Electrification Administration.....						
Securities and Exchange Commission.....	282.90	314.06	320.37	288.33	339.96	340.00
Smithsonian Institution.....	1,758.00	1,758.00	1,748.00	1,738.00	1,745.45	1,764.18
Social Security Board.....	2,198.63	2,782.84	3,004.67	3,887.04	3,472.56	3,210.99
Tariff Commission.....				462.70		
Tennessee Valley Authority.....	150.00	125.00		25.00	75.00	50.00
Veterans' Administration.....	154,880.65	168,616.61	158,966.38	145,133.42	146,641.59	132,239.77
Works Progress Administration.....	65,137.46	74,005.59	62,873.24	83,591.97	64,370.14	63,087.68
<b>Total.....</b>	<b>1,134,894.54</b>	<b>1,143,257.10</b>	<b>1,098,630.93</b>	<b>1,214,162.76</b>	<b>1,132,580.42</b>	<b>1,088,650.45</b>
<b>Percent of grand total.....</b>	<b>8.54</b>	<b>8.62</b>	<b>8.25</b>	<b>9.13</b>	<b>8.50</b>	<b>8.16</b>

Class No. 101

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$32,674.84	\$22,323.06	\$23,758.85	\$24,770.61	\$25,758.09	\$29,563.96	\$357,228.60	2.69
49,054.00	8,443.00	11,387.00	12,048.00	13,611.76	12,763.23	473,259.16	3.56
111,665.79	111,391.71	118,935.79	116,517.51	115,289.77	112,577.75	1,284,745.94	9.59
33,102.89	28,440.63	28,362.39	27,960.45	25,070.61	25,442.67	305,182.97	2.64
1,168.27	1,044.54	1,421.91	1,910.39	1,169.98	1,336.01	17,690.89	.13
39,186.33	35,453.00	58,903.00	73,218.27	64,364.50	63,893.57	581,607.19	4.37
223,096.36	183,706.45	183,883.55	197,795.40	216,682.33	203,582.60	2,587,887.88	19.41
55,807.71	42,808.79	54,521.22	56,364.31	60,864.96	61,217.08	718,031.48	5.41
344,614.00	299,509.14	269,326.05	411,954.50	339,177.00	290,962.00	3,716,997.69	27.95
34.97	34.10	30.63	31.13	33.10	42.22	738.29	Nil
						271.50	Nil
27,850.26	10,989.30	30,490.14	21,511.96	21,367.27	23,451.05	357,888.13	2.69
204.90	185.75	168.34	159.16	160.60	279.14	2,236.13	.02
580.00	1,781.47	272.96	506.00	516.00	475.25	8,269.72	.06
131.24		50.00	53.50	66.45	56.16	779.78	Nil
1,266.70	1,370.85	1,754.55	3,587.78		1,271.10	18,685.79	.14
696.01	763.39	984.81	914.95	896.53	877.57	10,176.89	.07
6,807.08		2,591.74	9,612.48	6,610.46	8,929.12	90,924.24	.69
4,765.16	1,742.22	5,369.27	3,794.04	3,867.05	7,056.74	63,600.41	.48
3,028.02	2,862.17	2,646.66	3,434.59	2,737.81	2,968.28	34,693.12	.26
65.00	148.51	222.97	140.37	154.68	181.88	1,318.51	.01
52.38	15.53	48.52	110.04	69.03	125.67	845.40	Nil
200.00	200.00	150.00	200.00	200.00	450.00	2,606.09	.02
3,028.00	3,680.00	2,596.00	3,816.00	3,816.00	4,587.50	41,498.50	.31
203.86	211.00	186.19	230.00	205.00	225.00	2,449.71	.02
334.97	298.37	307.27	281.27	349.97	409.47	3,466.86	.03
51.43	52.60	48.89	49.11	32.50	49.11	354.23	Nil
1,966.62	1,340.86	1,464.77	619.91	1,454.44	3,064.08	19,629.45	.14
295.39	295.70	300.00	292.92	304.32	428.41	3,802.36	.03
1,753.00	1,693.97	1,827.92	1,827.92	1,808.33	1,768.33	21,191.10	.16
3,195.48	3,535.18	4,501.56	3,606.60	3,213.18	3,035.49	39,644.12	.30
						462.70	Nil
	200.00	25.00	75.00	225.00	406.75	1,356.75	.01
130,481.16	139,884.87	139,336.72	140,717.34	149,223.50	155,876.90	1,761,998.91	13.10
59,196.22	59,799.91	50,476.75	61,308.28	61,342.10	62,604.66	757,794.00	5.71
1,136,560.04	964,206.07	996,351.42	1,179,419.69	1,120,642.32	1,079,958.75	13,289,314.49	99.00
8.55	7.25	7.49	8.94	8.45	8.12	100.00	100.00

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$90,934.77	\$85,437.89	\$79,754.25	\$97,665.81	\$88,716.22	\$103,070.36
Commerce.....	11,488.12	4,735.50	11,494.94	15,537.06	12,230.37	11,903.03
Interior.....	34,917.92	37,445.15	33,480.26	36,773.33	33,144.09	34,194.47
Justice.....	24,374.50	44,378.38	37,220.10	44,110.51	36,962.26	35,437.60
Labor.....	13,800.35	11,542.77	9,921.94	9,198.26	10,792.46	10,885.42
Navy.....	13,115.44	13,337.30	13,228.62	13,196.74	13,240.88	13,304.61
Post Office.....	2,450.00	3,423.37	5,468.47	3,662.87	3,559.85	3,705.17
State.....	1,715.99	1,567.20	1,309.40	1,286.21	1,393.85	1,284.34
Treasury.....	55,086.27	69,563.90	59,367.45	58,651.36	56,971.17	66,790.69
War.....	55,600.00	56,282.00	53,049.00	54,625.00	61,410.00	66,555.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....	14.02	14.52	14.03	14.03	19.81	37.28
American Battle Monuments Commission.....	27.30	12.39	38.68	44.25	20.74	20.88
Civilian Conservation Corps.....	132.18	124.38	135.86	115.74	92.80	101.35
Civil Service Commission.....	790.00	800.00	800.00	800.00	900.00	1,200.00
Commodity Credit Corporation.....			676.85		297.01	
District of Columbia Government.....	6,217.05	3,508.24	6,336.99	5,864.94	3,674.80	3,581.42
Export-Import Bank.....	58.62	68.98	66.34	44.08	74.14	81.24
Farm Credit Administration.....	1,702.71		1,703.71	2,813.30	1,475.16	1,028.70
Federal Communications Commission.....	1,075.15	1,110.20	1,057.20	988.80	1,100.48	1,124.19
Federal Housing Administration.....	9,619.20	8,666.01	16,010.27	7,505.92	5,683.03	8,170.27
Federal Power Commission.....	188.80	531.53	868.67	654.94	725.63	890.38
Federal Reserve Board.....	1,162.16	1,103.85	2,700.40	957.78	1,354.65	998.61
Federal Trade Commission.....	656.03	606.58	910.08	731.76	627.41	1,321.66
General Accounting Office.....	625.75	565.70	547.73	555.73	582.50	568.09
Government Printing Office.....	861.34		435.25	436.50	843.51	13.88
Home Owners' Loan Corporation.....	26,307.33	24,095.23	14,557.06	26,438.06	26,829.31	25,227.73
Inland Waterways Corporation.....	2,353.14	2,138.33	1,897.75	2,169.29	2,299.58	2,315.26
International Boundary Commission, United States and Mexico.....	230.00	265.22	276.85	314.20	327.15	399.30
Interstate Commerce Commission.....	1,281.31	3,965.57	1,357.89	2,622.12	2,663.77	2,743.68
Library of Congress.....	370.00		375.00	375.00	375.00	375.00
Maritime Commission.....	5,200.00	2,400.00	5,000.00	6,800.00	2,500.00	3,500.00
National Advisory Committee for Aeronautics.....	208.90	240.90	217.90	178.90	280.90	251.90
National Archives.....	382.34	390.18	407.16	448.79	385.24	400.00
National Labor Relations Board.....	3,668.00	3,513.31	3,283.00	3,412.00	3,513.86	3,802.64
National Training School for Boys.....	53.00		60.00	57.00	74.03	59.52
Panama Canal.....	199.71	203.91	202.21	202.50	177.28	200.12
Reconstruction Finance Corporation.....	9,596.35	6,401.00	5,610.20	10,372.92	7,916.54	7,960.73
Rural Electrification Administration.....	1,851.20	1,351.60	1,400.00	1,112.27	1,506.04	1,500.00
Securities and Exchange Commission.....	3,500.00	3,406.07	3,301.19	3,447.77	3,518.04	2,838.60
Smithsonian Institution.....	244.00	314.54	244.00	245.00	244.00	244.00
Social Security Board.....	11,709.99	15,636.75	14,840.33	17,555.72	13,713.49	12,825.40
Tariff Commission.....	262.10	220.00	18.50	33.50	317.87	261.29
Tennessee Valley Authority.....		95.10	4,610.98			
Veterans' Administration.....	15,204.85	15,954.73	15,479.66	14,697.38	15,803.49	15,089.50
Works Progress Administration.....	200,600.41	200,481.27	154,620.37	213,097.67	130,376.63	191,054.67
Total.....	609,836.30	625,699.55	564,356.54	659,815.01	548,720.04	637,317.98
Percent of grand total.....	8.36	8.59	7.74	9.05	7.53	8.74

Class No. 102

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$99,065.33	\$66,881.79	\$77,273.57	\$74,891.83	\$84,459.11	\$82,408.02	\$1,030,558.95	14.13
11,570.00	41,669.00	4,992.00	4,424.00	6,559.84	6,810.77	143,414.63	1.97
31,746.02	37,358.73	25,121.39	18,874.23	34,002.92	38,835.83	395,894.34	5.43
39,302.74	14,767.02	42,907.01	41,955.04	49,513.97	48,832.90	459,762.03	6.31
11,303.09	7,242.47	11,130.46	8,883.86	9,933.03	8,382.64	122,816.75	1.68
17,325.70	13,500.00	13,503.00	15,131.65	13,694.84	15,534.75	168,113.53	2.31
3,618.49	3,249.97	3,611.94	3,578.87	3,444.35	3,756.12	43,529.47	.60
858.63	1,533.33	1,395.68	1,268.61	1,591.18	1,280.18	16,484.60	.23
59,180.55	43,159.53	46,871.37	54,503.13	57,472.56	59,652.60	687,270.58	9.43
58,390.00	64,356.60	58,948.43	68,184.33	55,576.00	84,174.52	737,150.88	12
-----	80.39	39.66	39.88	39.68	39.68	352.98	Nil
21.86	18.86	11.20	15.83	30.04	18.70	280.73	Nil
57.77	59.52	59.52	134.35	133.12	110.15	1,256.74	.02
703.00	910.00	907.00	900.00	900.00	900.00	10,510.00	.14
-----	-----	-----	-----	-----	-----	973.86	.01
4,552.57	3,926.49	5,179.05	3,978.24	5,373.06	5,533.29	57,726.14	.78
77.58	46.34	60.43	92.27	131.42	68.58	870.02	.01
1,947.83	2,351.84	1,041.67	1,577.92	1,599.12	1,644.10	18,886.06	.26
1,240.29	951.55	939.55	863.40	874.95	1,044.66	12,370.42	.17
7,908.35	1,781.48	7,253.24	10,943.54	10,772.33	11,088.15	105,401.79	1.45
1,370.34	819.56	553.84	845.95	580.94	779.44	8,810.02	.12
121.48	3,698.26	3,370.89	3,768.76	4,250.99	4,063.93	27,551.76	.38
3,011.62	563.21	760.38	788.21	1,008.68	805.30	11,790.92	.16
553.79	569.58	584.70	571.85	576.03	566.05	6,867.50	.09
413.03	-----	-----	407.01	397.31	496.49	4,304.32	.06
29,010.50	6,598.24	13,741.60	19,680.07	23,031.02	20,600.18	256,116.33	3.51
2,808.97	1,261.26	2,450.33	2,345.98	2,031.64	2,115.17	26,186.70	.36
365.05	436.21	312.19	414.38	370.18	220.70	3,931.43	.05
2,278.50	1,613.05	2,300.36	3,550.07	1,349.89	3,525.98	29,252.19	.40
385.00	380.00	390.00	390.00	396.80	422.55	4,234.35	.06
6,450.00	5,750.00	5,300.00	5,900.00	7,000.00	7,100.00	62,900.00	.86
174.16	230.50	239.50	248.50	263.50	224.50	2,760.06	.04
500.00	350.00	333.56	350.00	334.43	430.00	4,711.70	.06
3,822.10	4,058.19	3,143.35	3,971.60	3,669.60	3,865.60	43,733.25	.60
70.00	72.00	70.00	91.00	81.00	75.00	762.55	.01
205.23	184.53	195.62	184.90	184.86	190.47	2,331.34	.03
10,967.88	4,713.74	8,876.59	9,221.07	9,042.14	9,877.61	100,556.77	1.38
1,400.00	1,989.52	2,000.00	2,059.00	913.53	1,878.21	18,961.37	.26
3,647.95	4,022.56	4,000.00	4,043.48	4,523.71	4,657.54	44,906.91	.62
244.00	259.30	259.28	259.28	256.66	256.66	3,070.72	.04
4,669.14	7,464.87	15,436.40	15,532.34	16,680.90	12,315.93	158,386.26	2.17
248.38	-----	12.95	256.01	233.57	222.16	2,086.33	.03
-----	-----	62.30	146.03	30.61	-----	4,945.02	.07
14,805.89	16,987.12	15,699.75	13,660.45	18,259.22	15,949.36	187,591.40	2.58
225,648.16	140,248.21	215,223.80	201,167.36	205,557.53	182,018.09	2,259,994.17	31.01
661,950.97	506,114.82	596,563.56	600,094.28	637,126.26	642,772.56	7,290,367.87	-----
9.08	6.94	8.18	8.23	8.74	8.82	100.00	100.00



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....	\$413,630.41	\$186,087.77	\$326,176.01	\$567,354.78	\$294,123.02	\$1,044,049.85
Commerce.....	91,842.88	71,017.72	40,797.54	178,083.22	179,172.98	91,906.79
Interior.....	230,847.40	237,177.51	219,346.41	198,507.28	232,470.39	328,727.93
Justice.....						
Labor.....	27,242.23	16,351.95	13,039.87	14,073.77	12,145.98	22,434.57
Navy.....	236,383.09	230,081.50	434,567.88	336,372.92	318,523.36	291,217.10
Post Office.....	150,517.38	151,863.02	157,764.73	121,803.79	87,223.14	49,649.43
State.....	302.25	96.13	120.63	216.41	354.80	234.32
Treasury.....	114,509.21	121,730.08	92,788.63	122,560.80	88,154.86	89,343.42
War.....	434,173.00	694,823.00	879,058.00	618,983.00	865,522.00	899,740.00
Independent offices and es- tablishments:						
Alley Dwelling Author- ity.....	1,476.13	326.57	22,064.34	4,039.40	230.48	29.59
American Battle Monu- ments Commission.....	2.80	.60	22.80		55.20	54.50
Civilian Conservation Corps.....	178.35	166.48	105.98	82.22	78.43	84.12
Civil Service Commis- sion.....	1,005.00	1,049.92	1,066.84	1,372.28	898.82	1,917.47
Commodity Credit Cor- poration.....	43.81	13.58			1,026.96	811.75
District of Columbia Government.....	7,441.30	489.45	1,651.23	891.06	1,573.26	930.75
Export-Import Bank.....	14.55	14.55	1.75		5.25	
Farm Credit Adminis- tration.....	4,188.72	2,586.42	2,928.25	4,952.26	736.23	6,214.51
Federal Communications Commission.....	875.46	417.12	176.51	111.47	11.47	54.29
Federal Housing Admin- istration.....		1,815.58	2,745.24	5,047.59	979.48	3,368.75
Federal Power Commis- sion.....	503.00	32.12	4,251.84	85.00	136.00	113.00
Federal Reserve Board.....	6,766.09	2,770.77	1,608.93	4,886.48	4,203.80	921.15
Federal Trade Commis- sion.....	101.02			3.10	22.03	1,623.23
General Accounting Office.....	67.50	4,435.06	4,700.32	4,222.50	4,720.76	4,824.59
Government Printing Office.....						
Home Owners' Loan Corporation.....	28,093.53	10,201.45	20,538.85	34,877.02	36,929.61	27,013.42
Inland Waterways Cor- poration.....						
International Boundary Commission, United States and Mexico.....	1,859.46	1,579.92	1,391.87	1,522.33	1,353.10	1,031.51
Interstate Commerce Commission.....	9,883.24	8,986.59	10,804.18	13,633.31	12,678.10	9,420.82
Library of Congress.....	4,229.80	1,546.14	1,117.72	1,510.85	1,652.86	1,716.88
Maritime Commission.....						
National Advisory Com- mittee for Aeronautics.....	109.10	278.41	51.30	58.74	392.64	6.38
National Archives.....	78.35	82.92	210.69	428.30	2,855.87	10.00
National Labor Rela- tions Board.....	384.19	317.28	577.00	602.00	636.56	594.52
National Training School for Boys.....	175.00	525.00		95.00		
Panama Canal.....	400.06	400.06	400.06	700.56	808.00	818.05
Reconstruction Finance Corporation.....	7,145.78	7,363.57	8,523.15	7,323.99	8,436.10	14,936.26
Rural Electrification Ad- ministration.....	215.06	135.96	16.04	237.22	78.47	255.26
Securities and Exchange Commission.....	433.80	558.64	28.00	882.90	420.62	435.00
Smithsonian Institution.....	94.20	564.30	244.60	646.61	488.59	146.06
Social Security Board.....	31,895.45	3,784.22	84,311.99	71,179.27	79,768.16	93,299.91
Tariff Commission.....					25.75	
Tennessee Valley Au- thority.....	16,121.00	53,636.65	42,032.40	90,593.92	5,312.64	11,620.82
Veterans' Administration.....						
Works Progress Admin- istration.....	471,849.91	430,843.73	409,569.27	415,599.08	258,107.07	421,796.47
Total.....	2,295,079.51	2,244,451.74	2,784,800.85	2,823,540.43	2,502,312.84	3,421,352.47
Percent of grand total.....	6.42	6.28	7.80	7.91	7.01	9.58

vices—Class No. 103

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$1,194,763.54	\$153,494.28	\$156,096.91	\$152,509.08	\$185,153.69	\$181,132.61	\$4,854,571.95	13.59
131,255.00	49,540.00	54,272.00	21,702.00	31,840.00	21,989.96	963,420.09	2.69
448,109.78	171,692.73	199,741.41	351,230.78	317,361.45	588,235.14	3,523,448.21	9.87
18,897.17	9,005.99	8,468.80	8,295.09	10,113.03	12,102.59	172,171.04	.48
395,777.48	321,496.38	206,565.72	351,063.64	337,448.52	369,771.35	3,829,268.94	10.72
48,752.75	57,572.42	38,133.86	37,549.71	92,465.10	119,817.35	1,113,112.68	3.12
297.75	81.25	245.00	330.02	2,350.95	1,496.80	6,126.31	.02
98,627.93	116,662.92	97,031.87	93,364.54	133,535.84	111,593.65	1,279,903.75	3.58
1,142,557.00	647,148.20	1,165,873.64	2,517,411.84	1,640,404.00	1,312,058.25	12,817,751.93	35.90
9.50	62.21	20.00	13.00	1.36	380.98	28,653.56	.08
9.41	79.00	237.60	-----	2.00	4.00	467.91	Nil
65.98	37.89	37.39	378.87	61.94	18.74	1,296.89	Nil
1,589.59	1,450.85	1,444.84	1,279.18	1,479.71	1,500.00	15,054.50	.05
-----	365.53	-----	461.27	404.75	164.80	3,292.45	.01
353.75	468.08	234.83	347.15	242.86	723.87	15,347.59	.04
-----	-----	-----	-----	-----	-----	36.10	Nil
1,752.51	376.51	430.66	101.23	589.64	1,135.13	25,992.07	.07
48.19	1,006.71	467.62	10.90	399.04	16.86	3,595.64	.01
730.78	665.20	2,843.39	5,021.59	1,399.63	1,449.01	26,066.14	.07
52.19	24.00	-----	30.00	17.50	232.97	5,477.62	.02
891.42	691.60	808.40	748.16	1,134.52	1,061.40	26,492.72	.07
-----	2,103.09	464.06	-----	-----	-----	4,316.53	.01
4,566.06	102.58	68.12	77.11	67.53	120.88	27,973.01	.08
38,474.38	5,021.58	4,787.53	19,235.44	1,766.63	6,451.49	233,390.93	.65
3,082.60	2,166.00	1,561.13	1,264.90	1,596.36	1,218.60	19,627.78	.05
10,543.76	568.34	669.62	933.63	1,174.27	1,116.15	80,412.01	.23
1,375.69	2,263.06	215.00	3,112.31	1,746.78	2,235.99	22,723.08	.06
122.00	1.00	15.00	287.11	56.18	82.38	1,460.24	Nil
774.00	71.00	1,613.43	957.79	9.62	-----	7,091.97	.02
447.56	921.08	963.18	765.70	630.00	637.86	7,776.93	.02
748.05	710.16	732.16	731.96	5.00	-----	800.00	Nil
8,340.87	418.61	4.84	8,142.73	715.56	799.00	7,963.68	.02
74.82	-----	-----	43.08	22,421.75	7,954.62	101,012.27	.28
790.00	50.00	-----	368.00	59.00	22.55	1,137.46	Nil
376.21	440.31	1,134.94	195.65	225.00	166.00	4,972.40	.01
104,280.32	102,262.03	111,048.29	116,959.63	539.46	101.47	1,018,419.35	2.85
-----	-----	-----	-----	114,061.25	105,568.83	57.75	Nil
494,556.56	50,645.90	117,407.50	10,085.22	55,170.99	4,034.27	951,217.87	2.67
437,873.41	401,972.04	403,026.89	296,946.54	264,991.38	296,824.63	4,509,400.42	12.62
4,590,968.01	2,101,638.53	2,576,666.13	4,001,954.85	3,221,642.19	3,152,252.18	35,712,301.77	100.00
12.86	5.88	7.21	11.20	9.02	8.83	100.00	100.00

*Exchange allow*

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....						
Commerce.....						
Interior.....						
Justice.....						
Labor.....						
Navy.....						
Post Office.....						
State.....						
Treasury.....						\$25.00
War.....						
Independent offices and es- tablishments:						
Alley Dwelling Autho- rity.....						
American Battle Monu- ments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commis- sion.....						
Commodity Credit Cor- poration.....						
District of Columbia Government.....						
Export-Import Bank.....						
Farm Credit Adminis- tration.....						
Federal Communications Commission.....						
Federal Housing Admin- istration.....						
Federal Power Commis- sion.....						
Federal Reserve Board.....						
Federal Trade Commis- sion.....						
General Accounting Of- fice.....						
Government Printing Of- fice.....						
Home Owners' Loan Cor- poration.....						
Inland Waterways Cor- poration.....						
International Boundary Commission, United States and Mexico.....						
Interstate Commerce Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Com- mittee for Aeronautics.....						
National Archives.....						
National Labor Rela- tions Board.....						
National Training School for Boys.....						
Panama Canal.....						
Reconstruction Finance Corporation.....						
Rural Electrification Ad- ministration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au- thority.....						
Veterans' Administration.....						
Works Progress Admin- istration.....						78.50
Total.....						103.50
Percent of grand total.....						1.62

## CONCENTRATION OF ECONOMIC POWER

301

ances—Class No. 104

[illegible]



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$4,301.35	\$5,558.58	\$6,819.31	\$5,966.88	\$4,581.17	\$3,019.56
Commerce.....	1,131.62	1,113.21	1,178.20	3,660.16	2,003.96	1,494.18
Interior.....	14,142.27	14,467.20	15,484.41	13,945.39	10,944.41	11,503.82
Justice.....						
Labor.....	368.71	266.77	193.43	319.07	266.45	147.62
Navy.....	20,476.51	20,427.21	20,136.31	19,502.19	19,436.00	18,927.16
Post Office.....	31,492.37	23,284.71	22,714.70	19,691.04	11,348.87	4,042.56
State.....						
Treasury.....	9,304.49	9,178.43	11,156.21	9,564.78	8,739.57	7,872.16
War.....	97,621.00	185,220.00	154,549.00	130,178.00	155,227.00	97,137.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....						
American Battle Monuments Commission.....						
Civilian Conservation Corps.....						
Civil Service Commission.....						
Commodity Credit Corporation.....						
District of Columbia Government.....	6,358.55	1,180.26	3,271.16	1,302.31	5,349.01	3,355.31
Export-Import Bank.....						
Farm Credit Administration.....			39.40			14.70
Federal Communications Commission.....						
Federal Housing Administration.....				2.00	2.00	3.00
Federal Power Commission.....						
Federal Reserve Board.....	21.26	40.04	20.87	22.17	21.59	18.62
Federal Trade Commission.....						
General Accounting Office.....	23.93	24.96	30.07	24.58	24.58	24.20
Government Printing Office.....						
Home Owners' Loan Corporation.....	79.53	76.50	76.70	68.05	43.74	41.50
Inland Waterways Corporation.....	20.68					
International Boundary Commission, United States and Mexico.....	47.35	52.00	51.00	50.00	49.75	51.60
Interstate Commerce Commission.....						
Library of Congress.....			2.50	2.52	2.52	2.03
Maritime Commission.....						
National Advisory Committee for Aeronautics.....						
National Archives.....						
National Labor Relations Board.....						
National Training School for Boys.....	120.00		60.00	59.00	60.39	62.86
Panama Canal.....						
Reconstruction Finance Corporation.....						
Rural Electrification Administration.....						
Securities and Exchange Commission.....						
Smithsonian Institution.....			13.58		27.02	24.85
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Authority.....						
Veterans' Administration.....						
Works Progress Administration.....	2,190.01	2,868.93	2,659.07	4,503.91	2,185.80	2,913.85
Total.....	187,697.63	263,788.80	238,455.92	209,862.05	220,313.83	150,656.58
Percent of grand total.....	8.82	12.40	11.23	9.87	10.34	7.11

Class No. 105

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$2,573.77	\$2,368.49	\$2,269.09	\$2,050.17	\$2,211.38	\$2,718.54	\$45,428.29	2.12
2,489.00	545.00	502.00	946.00	1,512.76	1,842.94	18,419.03	.87
7,498.71	4,144.29	11,799.01	8,317.75	6,809.59	9,368.03	128,414.88	6.18
179.29	160.51	152.91	153.53	169.53	226.73	2,632.56	.13
18,735.42	16,723.00	35,173.00	40,893.32	38,298.19	50,536.16	319,264.47	16.00
3,008.98	10,411.14	10,492.77	1,057.50	7,722.26	16,618.61	161,885.51	7.61
7,343.73	6,935.80	6,646.44	7,522.91	7,111.76	8,583.99	99,960.32	4.70
86,659.00	67,968.58	66,725.13	73,452.84	77,044.00	103,785.00	1,285,566.55	60.47
2,700.95	2,622.71	1,125.53	1,014.88	973.80	4,170.23	33,424.70	1.57
	23.56	8.12		11.83		97.61	Nil
3.00						10.00	Nil
23.02	24.06	18.97		27.09	50.00	50.00	Nil
					30.75	268.44	.01
	20.48	20.48	20.48	29.78	32.71	276.25	.01
8.68		400.00	1.00			795.70	.03
						20.68	Nil
49.00	2.00	2.00	2.55	13.00	20.30	390.55	.02
2.45	2.00	2.00	1.89	2.00	1.60	21.51	Nil
				20.00		20.00	Nil
59.22	60.00	53.70	54.00	58.00	57.84	705.01	.03
55.00	81.45	76.85	37.50	77.43	13.06	406.77	.02
2,258.65	2,357.19	1,097.35	962.93	1,059.04	1,834.61	26,891.34	1.23
133,647.92	114,450.26	126,665.35	136,489.25	143,151.44	199,881.13	2,124,960.16	100.00
6.28	5.37	5.96	6.42	6.78	9.42	100.00	100.00

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture	\$4,633.65	\$4,439.38	\$3,778.97	\$6,275.39	\$3,872.22	\$4,466.12
Commerce	1,387.31	2,656.07	1,503.92	1,252.05	2,254.71	1,146.35
Interior	5,730.58	4,981.00	6,552.59	5,979.64	5,293.30	7,416.11
Justice						
Labor	1,463.56	2,205.08	1,108.36	1,452.78	1,228.96	1,414.16
Navy	49,608.89	48,773.34	48,522.20	48,514.77	48,899.56	49,271.00
Post Office	24,697.51	25,444.86	26,603.42	24,942.58	27,048.45	30,098.43
State						
Treasury	7,150.20	11,169.61	10,574.09	8,970.58	10,522.15	11,187.65
War	50,983.60	72,749.60	54,043.00	60,185.00	75,479.00	67,218.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority		78.19	51.80			69.72
American Battle Monuments Commission						
Civilian Conservation Corps						
Civil Service Commission						
Commodity Credit Corporation						
District of Columbia Government	143.23	1,078.57	408.01	359.29	586.91	
Export-Import Bank						
Farm Credit Administration						
Federal Communications Commission	175.00					
Federal Housing Administration						
Federal Power Commission						
Federal Reserve Board						
Federal Trade Commission						
General Accounting Office		84.14				
Government Printing Office						
Home Owners' Loan Corporation	17.66	92.91	98.12	46.60	59.90	45.60
Inland Waterways Corporation	300.33	330.78	276.58	274.25	361.71	307.19
International Boundary Commission, United States and Mexico	45.60	47.93	54.10	57.10	64.00	72.20
Interstate Commerce Commission	16.25	3.25	3.25	3.25	3.25	3.25
Library of Congress						
Maritime Commission	1,566.99	1,349.55	1,798.57	2,031.21	1,750.00	1,450.00
National Advisory Committee for Aeronautics						
National Archives						
National Labor Relations Board						
National Training School for Boys						
Panama Canal	3.17	4.40	3.18	3.40	5.60	5.40
Reconstruction Finance Corporation						
Rural Electrification Administration						
Securities and Exchange Commission <sup>1</sup>						
Smithsonian Institution						
Social Security Board						
Tariff Commission						
Tennessee Valley Authority	25.00	45.00	25.00		25.00	50.00
Veterans' Administration						
Works Progress Administration						
<b>Total</b>	<b>147,847.93</b>	<b>175,533.06</b>	<b>155,405.16</b>	<b>160,347.89</b>	<b>177,454.72</b>	<b>174,221.18</b>
<b>Percent of grand total</b>	<b>7.04</b>	<b>8.35</b>	<b>7.44</b>	<b>7.66</b>	<b>8.45</b>	<b>8.30</b>

<sup>1</sup> Monthly figures not shown in Report of the Procurement Division Group.

Class No. 107

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$8,595.46	\$4,045.89	\$4,083.46	\$4,018.12	\$4,408.25	\$5,244.95	\$57,861.86	2.75
1,132.00	2,008.00	1,055.00	935.00	2,115.65	1,360.65	18,806.71	.88
5,661.52	5,833.36	5,365.24	6,451.19	7,421.40	5,160.33	71,846.26	3.42
2,182.46	1,551.06	1,644.91	1,614.20	2,742.56	1,378.97	19,987.06	.95
49,789.69	49,296.00	52,521.00	58,824.95	54,698.00	70,245.98	628,965.68	29.98
31,485.68	28,607.91	28,646.79	26,041.64	21,441.67	3,682.22	298,741.16	14.19
9,590.50	9,137.32	10,658.18	10,061.42	11,848.47	11,436.12	122,816.29	5.84
82,856.00	79,211.15	58,956.11	98,403.54	78,769.00	65,863.00	844,615.80	40.20
	175.66		117.67	234.80	41.02	768.86	.03
	474.40	527.60	587.10	511.00	636.56	5,312.91	.26
						175.00	.01
	2.50	2.50	2.50		2.50	10.00	Nil
						84.14	Nil
52.93	6.50	2.50		31.95	56.45	511.12	.02
658.93	316.13	427.04	290.25	244.28	304.19	4,071.66	.19
68.50	43.32	37.69	50.12	38.56	44.67	623.73	.03
3.25	2.73	9.39	5.98	2.73		56.58	Nil
1,750.00	1,350.00	1,450.00	1,400.00	2,186.70	2,500.00	20,583.02	.99
3.17	3.86	64.08	2.95	3.40	2.95	105.56	Nil
						4,357.96	.24
	71.50		53.45	203.37	100.00	598.32	.02
193,720.39	182,137.35	165,451.55	209,460.14	186,901.79	168,060.56	2,100,899.68	
9.24	8.70	7.89	9.99	8.92	8.02	100.00	100.00



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture.....	\$37,397.33	\$208,203.55	\$65,486.73	\$55,118.83	\$71,309.33	\$71,334.82
Commerce.....	1,314.54	1,388.32	1,200.46	955.08	1,225.31	1,364.12
Interior.....	6,863.18	6,529.73	5,625.12	6,059.38	5,053.53	6,879.77
Justice.....						
Labor.....	3,154.11	4,014.06	5,080.13	2,583.52	3,726.20	2,577.31
Navy.....	555.58	583.22	406.13	401.49	406.73	497.92
Post Office.....	500.00	675.72	314.57	244.92	337.38	323.55
State.....	183.33	183.33	183.33		183.33	183.33
Treasury.....	5,772.73	6,333.02	5,125.55	6,378.77	5,415.86	5,295.28
War.....	9,436.00	9,398.00	10,148.00	12,079.00	15,763.00	13,193.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority.....		25				
American Battle Monuments Commission.....	21.49		20.90	28.32	3.18	9.14
Civilian Conservation Corps.....	15.12	19.15	14.10	121.09	134.50	106.40
Civil Service Commission.....	110.00	100.00	100.00	100.00	200.00	100.00
Commodity Credit Corporation.....		67.08	66.85	86.21	66.18	15.88
District of Columbia Government.....	20.98	133.56	96.15	128.98	152.48	33.62
Export-Import Bank.....	3.10	2.01	10.93	3.35	5.53	10.28
Farm Credit Administration.....	271.92		319.18	454.13	446.20	365.34
Federal Communications Commission.....	75.20	64.50	78.15	61.10	74.15	68.60
Federal Housing Administration.....				836.98	457.06	645.72
Federal Power Commission.....	97.20	123.39	82.60	115.38	411.53	506.38
Federal Reserve Board.....	13,859.48	14,701.67	10,606.17	12,808.50	13,995.96	13,340.40
Federal Trade Commission.....	52.58	49.33	74.39	69.39	35.44	35.46
General Accounting Office.....	57.86		50.00	11.75	119.21	35.03
Government Printing Office.....	108.15		118.83		21.72	19.60
Home Owners' Loan Corporation.....	1,241.49	905.84	983.74	1,926.07	1,441.76	1,212.50
Inland Waterways Corporation.....	640.44	628.88	528.78	664.44	604.59	653.94
International Boundary Commission, United States and Mexico.....	20.88	28.14	34.89	42.70	48.75	71.10
Interstate Commerce Commission.....	791.97	499.97	254.34	207.26	671.99	369.24
Library of Congress.....		2,400.00			3,000.00	2,300.00
Maritime Commission.....						
National Advisory Committee for Aeronautics.....	15.00	25.25	20.56	23.71	19.11	27.14
National Archives.....	10.00	10.00	10.00	10.00	10.00	10.00
National Labor Relations Board.....	1,394.08	1,276.13	1,398.00	1,710.00	1,756.10	1,395.80
National Training School for Boys.....	4.00		3.00	2.00	.36	1.50
Panama Canal.....	187.43	194.83	180.85	171.49	137.12	162.46
Reconstruction Finance Corporation.....	2,126.04	1,809.10	1,725.89	3,187.05	1,597.59	2,103.57
Rural Electrification Administration.....	766.80	748.29	800.00	488.61	451.21	600.00
Securities and Exchange Commission.....	250.00	191.72	260.70	265.34	375.45	294.64
Smithsonian Institution.....	1.00	10.92	5.33	5.46	1.56	5.31
Social Security Board.....	1,012.23	2,861.43	1,814.28	1,413.09	1,487.83	1,767.99
Tariff Commission.....	7.35	39.97	32.09	20.56	19.61	17.32
Tennessee Valley Authority.....						
Veterans' Administration.....	2,633.08	2,773.49	2,559.69	2,797.23	2,623.65	2,479.55
Works Progress Administration.....						
<b>Total.....</b>	<b>90,971.68</b>	<b>266,973.85</b>	<b>115,790.41</b>	<b>111,581.18</b>	<b>133,790.39</b>	<b>130,462.91</b>
<b>Percent of grand total.....</b>	<b>5.87</b>	<b>16.06</b>	<b>7.06</b>	<b>6.77</b>	<b>8.14</b>	<b>8.00</b>

Class No. 108

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$60,050.22 1,400.00 6,981.09	\$59,410.82 4,446.00 5,367.02	\$71,362.25 967.00 5,090.80	\$86,345.90 747.00 5,882.25	\$69,042.50 991.75 17,656.86	\$77,353.20 1,091.91 9,529.13	\$932,415.48 17,091.49 87,517.86	56.95 1.04 5.36
2,852.92 472.74 415.53	2,508.52 362.00 519.97	1,827.99 5,470.00 495.00	2,894.71 6,075.11 375.00	2,539.20 5,531.46 -----	2,558.58 5,836.11 425.00	36,297.25 26,588.49 4,626.64	2.20 1.63 .28
5,018.25 12,305.00	4,560.84 15,768.70	4,106.10 11,520.84	5,102.00 13,834.40	5,639.29 13,806.00	6,614.72 13,018.00	65,362.41 150,269.94	4.01 9.25
-----	-----	-----	-----	-----	-----	.25	Nil
13.70	10.21	4.25	-----	21.83	1.35	134.37	.01
104.59	14.83	14.83	25.24	14.16	9.23	593.24	.03
200.00	290.00	100.00	190.00	100.00	200.00	1,790.00	.10
120.75	-----	251.86	188.72	-----	257.36	1,120.89	.06
117.47	82.64 6.26	112.70 16.02	210.18 5.13	81.26 12.27	151.48 24.29	1,321.50 106.87	.08 Nil
370.05	256.37	498.22	398.03	336.81	319.46	4,065.72	.25
69.30	47.30	37.40	34.85	47.10	194.91	852.46	.05
669.90	357.23	1,710.29	3,063.36	1,338.33	1,057.71	10,136.58	.62
183.43 13,303.83	473.29 11,107.96	39.63 11,007.35	115.30 9,768.84	198.45 10,211.75	188.31 9,675.90	2,514.89 144,387.31	.14 8.74
67.89	62.30	135.94	22.55	55.87	87.57	748.71	.04
30.33	48.49	39.32	80.19	89.12	59.61	680.91	.03
-----	-----	-----	-----	140.46	-----	408.76	.02
2,729.35	1,348.06	1,059.16	1,713.17	1,793.25	1,357.44	17,711.83	1.08
646.30	608.48	508.97	643.60	687.13	661.76	7,477.21	.46
57.06	47.73	25.42	32.91	42.67	59.04	511.29	.02
497.31	.99	255.01	693.79	352.25	311.71 78.40	4,905.83 78.40	.30 Nil
-----	-----	-----	-----	-----	-----	7,700.00	.48
25.97 47.00	7.00 100.00	11.12 15.87	4.60 20.00	2.00 -----	3.86 20.00	185.22 262.87	.01 .01
1,509.80	1,414.17	1,128.22	1,146.00	1,205.12	1,444.67	16,778.09	1.02
2.56 146.79	2.56 173.62	5.69 89.34	3.70 145.53	.89 139.63	2.00 145.97	28.26 1,875.06	Nil .10
2,528.76	2,057.19	2,479.31	3,782.50	2,810.03	3,760.73	29,967.76	1.80
600.00	1,099.45	1,100.00	1,084.70	1,800.00	1,390.62	10,929.68	.68
224.82 1.96	258.79 11.41	300.00 15.17	296.92 11.96	313.69 14.41	382.10 14.41	3,404.17 98.90	.20 Nil
871.70 11.75	1,484.66 -----	1,741.24 8.65	1,109.85 12.39	1,215.48 2.40	1,373.34 3.24	18,143.12 175.23	1.10 .01
-----	-----	-----	-----	-----	-----	-----	-----
257.57	2,653.39	2,505.02	1,438.73	3,313.87	2,299.45	28,334.72	1.73
-----	-----	-----	-----	-----	-----	-----	-----
114,892.89 7.02	117,171.58 7.19	126,239.31 7.72	147,682.24 9.04	142,247.83 8.72	142,145.90 8.71	1,639,432.96 100.00	----- 100.00

Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
<b>Executive departments:</b>						
Agriculture .....	\$120,877.95	\$134,108.69	\$113,320.45	\$144,200.39	\$133,135.99	\$154,326.47
Commerce .....	25,074.29	29,548.84	10,116.21	40,478.65	38,194.21	40,286.11
Interior .....	337,391.16	284,095.18	293,639.26	221,434.22	201,235.22	237,407.62
Justice .....	5,673.86	11,200.24	6,722.23	6,032.63	17,471.52	17,437.22
Labor .....	2,346.56	4,199.64	3,379.97	4,012.26	3,698.05	4,294.23
Navy .....	178,798.23	164,882.89	143,751.49	352,531.02	264,050.10	287,478.26
Post Office .....	53,874.09	107,799.91	45,892.18	92,981.86	68,008.91	35,987.16
State .....	950.64	1,700.60	1,099.90	1,853.55	960.51	997.71
Treasury .....	89,324.81	109,019.03	103,521.55	100,045.70	92,788.98	97,760.60
War .....	839,328.00	861,272.00	704,514.00	634,859.00	1,021,401.00	631,052.00
<b>Independent offices and establishments:</b>						
Alley Dwelling Authority .....	15.92	-----	5.64	4.74	-----	-----
American Battle Monuments Commission .....	-----	-----	15.22	4.74	173.80	431.73
Civilian Conservation Corps .....	470.01	157.85	386.65	320.47	495.10	1,020.60
Civil Service Commission .....	1,935.00	1,710.00	1,775.96	4,060.00	3,841.00	5,268.00
Commodity Credit Corporation .....	-----	98.10	182.29	-----	187.85	58.10
District of Columbia Government .....	4,603.48	4,666.01	5,130.88	4,925.66	4,919.17	3,151.05
Export-Import Bank .....	-----	-----	-----	-----	-----	-----
Farm Credit Administration .....	-----	7.85	607.46	3,669.90	2,050.22	2,230.59
Federal Communications Commission .....	1,756.47	2,094.00	608.27	1,987.74	870.74	924.40
Federal Housing Administration .....	967.06	1,086.00	1,118.04	8,922.10	5,596.75	3,923.52
Federal Power Commission .....	267.68	123.00	99.56	169.02	234.04	540.00
Federal Reserve Board .....	1,392.83	2,060.35	1,766.70	1,491.65	1,260.91	895.67
Federal Trade Commission .....	8,301.01	76.65	36.38	23.09	25.38	147.55
General Accounting Office .....	1,022.05	-----	41.67	41.67	-----	-----
Government Printing Office .....	46.93	7.79	59.70	210.26	191.84	162.30
Home Owners' Loan Corporation .....	7,082.24	7,214.60	2,839.08	8,446.14	4,740.31	3,705.71
Inland Waterways Corporation .....	-----	-----	-----	-----	-----	-----
International Boundary Commission, United States and Mexico .....	555.02	2,628.32	3,367.37	3,143.73	2,542.78	2,767.73
Interstate Commerce Commission .....	461.55	590.85	298.72	363.90	418.38	823.36
Library of Congress .....	-----	-----	-----	-----	223.26	99.84
Maritime Commission .....	3,000.00	3,100.00	3,250.00	3,750.72	3,400.00	3,600.00
National Advisory Committee for Aeronautics .....	978.38	432.90	377.17	441.52	449.84	336.21
National Archives .....	60.37	1.74	9.66	-----	3.47	24.01
National Labor Relations Board .....	834.52	148.44	793.00	103.00	1,017.12	1,312.81
National Training School for Boys .....	85.00	-----	15.00	32.00	137.40	-----
Panama Canal .....	25.00	25.00	25.00	25.00	25.00	25.00
Reconstruction Finance Corporation .....	1,711.09	856.69	457.74	638.41	297.12	1,145.69
Rural Electrification Administration .....	-----	-----	-----	-----	-----	-----
Securities and Exchange Commission .....	4,900.00	126.38	169.97	161.40	946.89	211.07
Smithsonian Institution .....	556.66	2,154.53	691.87	256.39	435.08	443.69
Social Security Board .....	955.98	363.08	266.83	353.42	1,065.58	500.95
Tariff Commission .....	1,574.90	259.76	64.91	461.33	187.55	553.40
Tennessee Valley Authority .....	-----	10,060.00	2,700.00	18,686.00	35,384.63	34,898.52
Veterans' Administration .....	100,861.75	120,265.28	98,419.03	89,188.62	76,262.54	75,344.57
Works Progress Administration .....	258,780.62	249,166.91	251,536.54	341,543.92	243,275.88	337,077.26
Total .....	2,056,844.11	2,117,309.10	1,803,073.55	2,091,885.82	2,231,613.12	1,988,560.71
Percent of grand total .....	7.46	7.95	6.72	7.70	8.20	7.40

Class No. 125

Month—Continued						Total, 12 months	Percent of grand total
June 1938	July 1938	August 1938	September 1938	October 1938	November 1938		
\$212,472.31	\$229,269.58	\$177,667.42	\$130,014.41	\$119,271.20	\$157,586.01	\$1,826,250.87	6.81
74,351.00	13,783.00	17,176.00	17,571.00	19,197.28	9,797.06	335,573.65	1.25
225,210.19	332,227.39	367,617.39	323,005.00	361,276.91	391,496.06	3,576,035.60	13.31
97,062.27	3,386.35	5,827.66	6,027.86	10,845.82	10,495.15	198,182.81	.74
2,320.35	3,799.82	2,734.45	3,062.24	2,788.34	3,375.13	40,011.04	.15
281,690.50	246,173.62	273,633.55	341,991.95	263,167.55	307,577.81	3,105,735.97	11.56
30,864.93	110,978.26	131,229.53	96,190.47	51,841.88	45,156.69	870,805.87	3.25
350.32	---	169.70	1,146.71	---	465.88	9,725.52	.03
91,828.02	70,749.08	71,769.82	72,607.70	84,439.72	86,093.84	1,069,948.85	3.99
1,138,770.00	759,255.72	734,207.71	1,127,484.69	896,274.00	649,424.00	9,997,842.12	37.14
						26.30	Nil
100.32	.12	---	14.52	8.45	18.80	767.70	Nil
307.45	6.67	6.67	5.15	9.00	9.00	3,194.62	.01
3,152.44	4,147.00	3,777.00	4,900.00	2,104.22	8,500.00	45,170.62	.17
342.83	1,135.31	472.12	922.11	729.55	516.25	4,644.51	.02
4,767.65	5,819.10	2,763.02	2,256.82	5,711.85	6,255.83	54,970.52	.20
1,548.98	---	---	1,550.93	1,140.28	1,368.74	14,174.95	.05
1,408.61	2,947.94	1,057.69	1,084.89	1,850.51	1,008.67	17,599.93	.06
4,808.22	2,541.76	8,239.23	13,936.70	1,585.68	4,692.78	57,417.84	.22
114.71	407.00	53.00	214.00	131.00	114.00	2,467.01	.01
1,112.10	1,687.19	4,017.11	1,010.34	937.35	2,308.46	19,940.66	.07
152.11	71.05	114.30	125.61	78.88	74.84	9,226.85	.03
						1,105.39	Nil
236.99	---	---	73.85	110.36	58.82	1,158.84	Nil
30,475.58	1,469.36	3,519.06	24,147.53	3,115.89	6,584.62	103,340.12	.38
3,642.09	4,912.09	3,138.21	1,870.86	6,579.70	6,893.08	42,040.98	.15
333.01	1,129.11	613.41	760.73	729.71	477.89	7,003.62	.03
90.62	76.50	100.49	81.41	71.31	114.78	858.21	Nil
3,700.00	5,386.11	3,094.62	2,700.00	4,100.00	5,400.00	44,481.45	.16
125.51	---	105.91	393.99	477.89	61.36	4,180.68	.01
21.86	72.30	14.00	70.00	---	82.44	359.85	Nil
1,189.61	1,521.86	1,215.64	211.00	133.00	103.74	8,583.74	.03
						200.00	Nil
25.00	25.00	25.00	25.00	25.00	25.00	300.00	Nil
1,262.05	846.32	1,455.77	962.64	523.42	1,961.37	12,148.31	.04
77.50	424.42	153.60	---	---	---	655.52	Nil
151.06	184.00	235.00	227.62	233.28	7,248.04	14,794.71	.05
54.62	428.14	291.24	414.84	227.24	346.97	6,301.27	.02
384.49	234.00	253.58	65.07	353.77	1,613.28	6,409.99	.02
1,135.83	---	---	85.05	92.52	165.23	4,580.48	.02
20,349.95	179.58	12,608.84	18,289.00	517.21	471.55	154,055.28	.57
50,648.90	31,484.82	50,864.76	54,843.68	61,785.81	9,308.63	869,278.39	3.24
337,596.03	463,933.19	843,030.38	332,987.35	361,314.13	349,748.21	4,369,990.42	16.21
2,624,236.01	2,300,692.76	2,723,252.88	2,583,332.62	2,263,262.50	2,127,200.01	26,911,780.46	100.00
9.87	8.59	10.09	9.56	8.46	8.00	100.00	100.00



Agency	Month					
	December 1937	January 1938	February 1938	March 1938	April 1938	May 1938
Executive departments:						
Agriculture.....						
Commerce.....						
Interior.....						
Justice.....	\$107,701.15	\$121,066.92	\$79,625.62	\$7,954.00	\$552.13	\$423.10
Labor.....				110,692.63	177,895.99	134,722.10
Navy.....						
Post Office.....						
State.....						
Treasury.....	999.77	2,228.18	1,091.24	1,159.62	819.27	1,225.62
War.....						
Independent offices and es-						
tablishments:						
Alley Dwelling Author-						
ity.....						
American Battle Monu-						
ments Commission.....						
Civilian Conservation						
Corps.....						
Civil Service Commis-						
sion.....						
Commodity Credit Cor-						
poration.....						
District of Columbia						
Government.....						
Export-Import Bank.....						
Farm Credit Adminis-						
tration.....						
Federal Communications						
Commission.....						
Federal Housing Admin-						
istration.....						
Federal Power Commis-						
sion.....						
Federal Reserve Board.....						
Federal Trade Commis-						
sion.....						
General Accounting						
Office.....						
Government Printing						
Office.....						
Home Owners' Loan						
Corporation.....	3,320.48	1,938.23				
Inland Waterways Cor-						
poration.....						
International Boundary						
Commission, United						
States and Mexico.....						
Interstate Commerce						
Commission.....						
Library of Congress.....						
Maritime Commission.....						
National Advisory Com-						
mittee for Aeronautics.....						
National Archives.....						
National Labor Rela-						
tions Board.....						
National Training						
School for Boys.....			66.00			31.20
Panama Canal.....						
Reconstruction Finance						
Corporation.....						
Rural Electrification Ad-						
ministration.....						
Securities and Exchange						
Commission.....						
Smithsonian Institution.....						
Social Security Board.....						
Tariff Commission.....						
Tennessee Valley Au-						
thority.....						
Veterans' Administration						
Works Progress Admin-						
istration.....	332.86	1,057.75	1,207.62	1,078.65	8.78	107.58
Total.....	112,354.26	126,291.08	81,990.48	120,884.90	179,276.17	136,509.60
Percent of grand total.....	6.33	7.12	4.62	6.81	10.10	7.70

## CONCENTRATION OF ECONOMIC POWER

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Class No. 126

[illegible]

## APPENDIX IV

### DISTRIBUTION, BY FEDERAL AGENCIES, OF EXPERIENCE WITH IDENTICAL BIDDING

TABLE XIX.—*Distribution of expenditures, by Federal agencies, for purchases involving the receipt of identical bids*<sup>1</sup>

[December 1937 through November 1938]

Agency	Total expenditures (amount)	Expenditures upon contracts award of which was complicated by identical bids			Class III amount
		Class I amount	Class II amount	Total class I and class II amount	
<b>Executive departments:</b>					
Agriculture.....	\$45,595,868	\$763,628.79	\$515,286.84	\$1,278,915.63	\$831,644.22
Commerce.....	9,396,404	150,342.46	139,066.78	289,409.24	225,392.98
Interior.....	55,735,907	1,809,656.65	1,983,560.77	3,793,217.42	3,390,107.03
Justice.....	7,542,265	277,481.00	305,020.00	582,501.00	650,560.00
Labor.....	993,839	1,033.59	874.33	1,907.92	10,803.03
Navy.....	215,148,79 <sup>2</sup>	2,878,240.00	1,980,280.00	4,858,520.00	4,182,380.00
Post Office.....	17,574,50 <sup>2</sup>	19,487.00	7,041.00	26,528.00	149,457.00
State.....	388,82	Nil	Nil	Nil	Nil
Treasury.....	26,026,091	<sup>1</sup> 5,624,105.00	<sup>1</sup> 10,869,434.00	<sup>1</sup> 16,493,539.00	<sup>1</sup> 34,553,505.00
War.....	270,462,380	1,649,696.35	3,569,343.00	5,219,039.35	3,359,381.65
<b>Independent offices and establishments:</b>					
Alley Dwelling Authority.....	85,278	Nil	Nil	Nil	Nil
American Battle Monuments Commission.....	7,959	Nil	Nil	Nil	Nil
Civilian Conservation Corps.....	23,884	Nil	Nil	Nil	Nil
Civil Service Commission.....	184,412	Nil	Nil	Nil	Nil
Commodity Credit Corporation.....	96,322	281.80	2,221.48	2,503.28	2,512.09
District of Columbia Government.....	5,140,306	46,057.14	46,519.77	92,576.91	321,269.13
Export-Import Bank.....	1,284	Nil	Nil	Nil	Nil
Farm Credit Administration.....	313,718	4,705.77	4,705.77	9,411.54	6,274.36
Federal Communications Commission.....	163,453	Nil	Nil	Nil	Nil
Federal Housing Administration.....	591,665	436.50	Nil	436.50	Nil
Federal Power Commission.....	141,845	136.24	Nil	136.24	Nil
Federal Reserve Board.....	400,927	3,000.00	Nil	3,000.00	Nil
Federal Trade Commission.....	157,564	383.10	Nil	383.10	Nil
General Accounting Office.....	294,995	Nil	Nil	Nil	Nil
Government Printing Office.....	947,096	<sup>2</sup> 643,070.63	<sup>1</sup> 518,169.15	<sup>1</sup> 1,161,239.78	<sup>1</sup> 559,218.08
Home Owners' Loan Corporation.....	1,275,171	458.42	2,391.51	2,849.93	26,669.20
Inland Waterways Corporation.....	1,519,047	Nil	Nil	Nil	Nil
International Boundary Commission, United States and Mexico.....	712,834	3,488.08	9,652.72	13,140.80	33,433.14
Interstate Commerce Commission.....	329,730	1,655.00	Nil	1,655.00	86.97
Library of Congress.....	23,568	Nil	Nil	Nil	Nil

<sup>1</sup> See above, items 3 and 5 of pp. 8, 9, and footnote 6 on p. 33.

<sup>2</sup> Includes materials purchased for resale.

TABLE XIX.—*Distribution of expenditures, by Federal agencies, for purchases involving the receipt of identical bids—Continued*

Agency	Total expenditures (amount)	Expenditures upon contracts award of which was complicated by identical bids			Class III amount
		Class I amount	Class II amount	Total class I and class II amount	
Independent offices and establishments—Continued.					
Maritime Commission.....	\$3,071,537	\$634.22	\$9,830.50	\$10,464.72	\$21,246.56
National Advisory Committee for Aeronautics...	350,816	4,800.00	4,800.00	9,600.00	4,760.00
National Archives.....	73,758	27.75	88.68	116.43	114.31
National Labor Relations Board.....	202,460	Nil	Nil	Nil	Nil
National Training School for Boys.....	133,407	88.34	306.24	394.58	1,207.29
Panama Canal.....	9,535,000	153,820.67	158,528.84	312,349.51	644,338.82
Reconstruction Finance Corporation.....	665,408	357.70	44.80	402.50	124.00
Rural Electrification Administration.....	137,966	686.00	Nil	686.00	Nil
Securities and Exchange Commission.....	350,505	Nil	45,565.65	45,565.65	Nil
Smithsonian Institution.....	161,023	Nil	Nil	Nil	Nil
Social Security Board.....	2,946,060	8,261.77	6,295.27	14,557.04	13,601.13
Tariff Commission.....	39,575	Nil	Nil	Nil	Nil
Tennessee Valley Authority.....	17,275,558	329,982.89	387,562.03	717,544.92	1,191,282.76
Veterans Administration.....	20,777,250	394,767.75	610,851.15	1,005,618.90	1,198,847.33
Works Progress Administration.....	196,405,460	Nil	Nil	Nil	Nil
Total.....	913,401,725	14,770,770.61	21,177,440.28	35,948,210.89	51,378,216.08
Percent of total.....	100.00	1.62	2.32	3.94	5.62



TABLE XX.—*Distribution, by agencies, of number of Federal bid openings resulting in class I, II, and III identical bids*<sup>1</sup>

[December 1937 through November 1938]

Agency	All bid openings	Bid openings in which identical bids complicated award of contracts			Class III number
		Class I number	Class II number	Total class I and class II	
Executive departments:					
Agriculture.....	31,345	3,873	4,077	7,950	7,576
Commerce.....	11,288	317	340	657	531
Interior.....	13,712	524	798	1,322	4,599
Justice.....	8,523	728	1,111	1,839	1,667
Labor.....	258	5	4	9	11
Navy.....	8,238	384	428	812	1,166
Post Office.....	2,612	13	16	29	34
State.....	Nil	Nil	Nil	Nil	Nil
Treasury.....	149,699	5,131	7,041	12,172	20,394
War.....	35,003	536	973	1,509	2,023
Independent offices and establishments:					
Alley Dwelling Authority.....	Nil	Nil	Nil	Nil	Nil
American Battle Monuments Commission.....	Nil	Nil	Nil	Nil	Nil
Civilian Conservation Corps.....	Nil	Nil	Nil	Nil	Nil
Civil Service Commission.....	45	4	Nil	4	Nil
Commodity Credit Corporation.....	23	3	3	6	3
District of Columbia Government.....	3,840	170	413	583	541
Export-Import Bank.....	Nil	Nil	Nil	Nil	Nil
Farm Credit Administration.....	199	4	4	8	4
Federal Communications Commission.....	201	Nil	Nil	Nil	Nil
Federal Housing Administration.....	67	2	Nil	2	Nil
Federal Power Commission.....	45	4	Nil	4	Nil
Federal Reserve Board.....	90	7	Nil	7	Nil
Federal Trade Commission.....	7	1	Nil	1	Nil
General Accounting Office.....	19	Nil	Nil	Nil	Nil
Government Printing Office.....	3,683	29	51	80	83
Home Owners' Loan Corporation.....	578	24	32	56	70
Inland Waterways Corporation.....	Nil	Nil	Nil	Nil	Nil
International Boundary Commission, United States and Mexico.....	731	15	19	34	Nil
Interstate Commerce Commission.....	56	19	Nil	19	19
Library of Congress.....	11	Nil	Nil	Nil	Nil
Maritime Commission.....	252	5	8	13	13
National Advisory Committee for Aeronautics.....	940	7	24	31	17
National Archives.....	691	7	12	19	44
National Labor Relations Board.....	Nil	Nil	Nil	Nil	Nil
National Training School for Boys.....	166	8	12	20	18
Panama Canal.....	2,903	24	174	198	661
Reconstruction Finance Corporation.....	88	6	2	8	3
Rural Electrification Administration.....	19	5	Nil	5	5
Securities and Exchange Commission.....	34	Nil	4	4	Nil
Smithsonian Institution.....	129	1	1	2	1
Social Security Board.....	156	5	4	9	10
Tariff Commission.....	Nil	Nil	Nil	Nil	Nil
Tennessee Valley Authority.....	18,851	303	264	567	540
Veterans' Administration.....	37,349	1,460	3,137	4,597	4,096
Works Progress Administration.....	Nil	Nil	Nil	Nil	Nil
Total.....	331,851	13,624	18,952	32,576	44,129
Percent of total.....	100.00	4.10	5.71	9.82	13.30

<sup>1</sup> See above, items 3 and 5 of pp. 8, 9, and footnote 6 on p. 33.

## APPENDIX V

### DATA ON THE PRACTICE OF IDENTICAL BIDDING, BY INDUSTRY GROUPS AND SUBGROUPS

#### EXPLANATORY NOTE

Within the Procurement Division Group's study, a "special study" was made of twenty-five-thousand-odd bid openings in response to which there were identical bids. See page 58 et seq. of the present report for a brief description of that "special study," and page 56 for definitions of the three classes of identical bids.

Particular attention was given in the earlier report to each industry subgroup for which the agencies stated with respect to a significant number of examples whether the reported identical-bidding practice was "invariable," "common," "occasional," or "unusual."

TABLE XXI.—*Summary of examination of 25,610 reported examples of identical bids classified according to industry groups*

[July 1, 1937, to May 1, 1939]

No.	Industry groups	Class I		Class II		Class III		All classes	
		Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent	Num- ber	Per- cent
1	Food and kindred products.....	765	12.1	727	10.1	1,131	9.4	2,623	10.2
2	Textiles and their products.....	60	.9	142	2.0	221	1.8	423	1.7
3	Forest products.....	159	3.0	320	4.4	595	4.9	1,104	4.3
4	Paper and allied products.....	141	2.2	177	2.5	401	3.3	719	2.8
5	Printing, publishing, and allied industries.....	212	3.4	545	7.6	648	5.4	1,405	5.5
6	Chemicals and allied products.....	349	5.5	464	6.4	763	6.3	1,576	6.2
7	Products of petroleum and coal.....	273	4.3	146	2.0	250	2.1	669	2.6
8	Rubber products.....	39	.6	87	1.2	183	1.5	309	1.2
9	Leather and its manufactures.....	10	.1	19	.3	58	.5	87	.3
10	Stone, clay, and glass products.....	1,101	17.3	984	13.6	1,190	9.9	3,275	12.8
11	Iron and steel and their products, not in- cluding machinery.....	1,354	21.4	1,805	25.0	3,534	29.3	6,693	26.1
12	Nonferrous metals and their products.....	143	2.3	155	2.2	343	2.8	641	2.5
13	Machinery, not including transportation equipment.....	937	14.8	688	9.5	1,363	11.3	2,988	11.7
14	Transportation equipment, air, land, and water.....	78	1.2	106	1.5	127	1.1	311	1.2
16	Miscellaneous industries.....	514	8.1	644	8.9	896	7.4	2,054	8.0
17	Unclassified industries.....	175	2.8	202	2.8	356	3.0	733	2.9
	Total.....	6,340	100.0	7,211	100.0	12,059	100.0	25,610	100.0

#### Recapitulation:

Number of class I examples.....	6,340	
Number of class II examples.....	7,211	
Class I plus class II.....	13,551	Percent
Class III.....	12,059	53.0
Total.....	25,610	47.0
		100.0

TABLE XXII.—*The characterization, by Federal agencies, of the practice of identical bidding in certain industry subgroups*

[July 1, 1937, to May 1, 1939]

Census index number and short title	Class I examples					Class II examples					Class III examples				
	Invariable	Common	Occasional	Unusual	Not fur-nished	Invariable	Common	Occasional	Unusual	Not fur-nished	Invariable	Common	Occasional	Unusual	Not fur-nished
1101. Bolts, nuts, washers, and rivets.....	1	53	6	2	2	3	61	14	5	2	3	127	36	7	3
1102. Cast-iron pipe and fittings.....	1	17	7	0	0	4	34	22	3	11	10	62	55	4	27
1103. Cutlery and edge tools.....	6	9	7	4	1	2	21	17	4	4	3	59	36	8	9
1109. Hardware not elsewhere classified.....	0	18	14	1	0	0	34	10	0	5	0	37	38	8	11
1112. Steel-works and rolling-mill products.....	14	92	20	0	19	6	136	23	2	15	6	168	48	1	30
1113. Nails, spikes, etc., not made in rolling mill.....	3	23	11	1	1	5	50	19	1	3	3	68	26	4	7
1114. Plumbers' supplies, excluding pipe sanitary ware.....	8	97	16	2	4	25	112	33	13	21	125	290	132	62	38
1122. Structural and ornamental metal work.....	5	36	7	2	1	14	96	45	1	5	10	242	78	11	11
1125. Tools, excluding edge tools, machine tools, files, saws.....	8	32	22	3	2	10	73	51	7	10	12	107	72	38	14
1127. Wirework not elsewhere classified.....	42	178	14	1	29	48	228	44	14	27	72	304	77	13	33
1128. Wrought pipe, welded and heavy riveted.....	34	65	22	3	8	14	53	18	0	22	56	153	49	9	31
1207. Lighting equipment.....	1	31	3	2	5	2	20	4	0	4	3	30	28	2	7
1212. Nonferrous-metal alloys; excluding aluminum.....	10	35	20	4	6	0	43	27	5	9	6	83	49	4	16
1303. Electrical machinery, apparatus, and supplies.....	27	390	53	10	39	15	266	68	14	25	41	594	150	36	46
1318. Machine-tool accessories and machinists' precision tools.....	3	41	33	3	11	4	77	21	4	12	6	112	51	3	43
1407. Motor-vehicle bodies and parts.....	0	60	6	0	0	0	84	3	1	0	0	93	2	2	6
1605. Brushes, other than rubber.....	1	2	1	0	0	9	7	2	3	0	0	9	9	2	0
1620. Instruments and apparatus, professional, scientific, commercial.....	32	52	51	5	45	51	94	36	5	64	42	122	72	20	70
1631. Optical goods.....	37	20	4	2	21	4	11	8	0	4	11	14	17	0	3
1644. Steam and other packing, pipe and boiler covering.....	9	46	3	2	8	3	51	16	2	19	4	52	18	0	8
102. Bread and other bakery products.....	16	26	18	3	0	4	20	9	14	0	2	38	13	6	0
104. Canned and cured fish, crabs, shrimps, etc.....	6	13	9	3	0	3	7	19	4	1	0	20	24	8	1
105. Canned and dried fruits and vegetables.....	37	29	17	2	0	9	36	35	20	0	5	54	73	31	2
106. Cereal preparations.....	3	17	2	1	0	5	4	9	4	0	1	8	6	3	0
111. Condensed and evaporated milk.....	49	28	8	2	1	1	10	4	2	1	1	18	10	15	0
117. Food preparations not elsewhere classified.....	22	136	86	8	9	12	80	78	49	2	15	153	115	69	10
123. Meat packing, wholesale.....	0	25	14	2	0	1	13	37	9	2	1	25	44	6	7
130. Sugar, cane, excluding products of refineries.....	2	6	2	0	0	0	7	4	3	0	0	11	10	6	0
2021. Cordage and twine.....	1	1	3	0	1	0	8	8	1	0	2	9	7	0	6
2031. Cotton woven goods (over 12 inches in width).....	0	2	4	0	1	0	3	11	1	2	0	8	10	4	2
2032. Cotton narrow fabrics.....	0	3	2	1	1	0	7	7	2	7	0	16	7	2	6
2112. Processed waste and recovered wool fiber.....	0	2	0	1	0	0	6	3	2	0	0	8	11	4	3
309. Furniture, including store and office fixtures.....	4	10	3	1	3	8	55	9	3	6	6	73	13	9	4
311. Lumber and timber products, not elsewhere classified.....	5	54	26	18	8	2	70	61	14	7	6	186	98	25	8
314. Planing-mill products and other wooden products.....	0	7	3	2	1	0	5	6	1	0	1	13	17	5	2
329. Wood turned, shaped, and other wood products.....	2	2	4	0	1	0	9	7	1	2	0	15	10	1	0
407. Paper.....	4	68	0	2	1	3	92	6	3	0	2	194	26	1	14
408. Paper goods not elsewhere classified.....	4	21	1	1	5	3	14	17	4	4	1	41	29	4	9
508. Printing and publishing, book, music, and job.....	22	59	72	1	17	135	139	131	0	24	129	265	157	0	22
510. Printing and publishing, newspaper and periodical.....	6	8	1	0	1	0	76	1	0	1	0	70	2	0	0
602. Ammunition and related products.....	2	15	0	0	0	0	7	0	1	0	5	16	0	1	0

TABLE XXII.—*The characterization, by Federal agencies, of the practice of identical bidding in certain industry subgroups—Continued*

Census index number and short title	Class I examples					Class II examples					Class III examples				
	Invariable	Common	Occasional	Unusual	Not fur-nished	Invariable	Common	Occasional	Unusual	Not fur-nished	Invariable	Common	Occasional	Unusual	Not fur-nished
608. Chemicals not elsewhere clas-sified.....	12	20	5	3	8	3	23	9	7	36	5	21	26	3	24
609. Cleaning and polishing prepa-rations.....	4	9	3	1	1	2	8	3	2	2	0	12	16	4	1
610. Compressed and liquefied gases.....	10	24	7	1	2	1	10	2	0	1	1	6	6	3	5
611. Drugs and medicines.....	12	24	23	2	8	4	43	32	1	12	9	53	42	2	15
626. Paints, pigments, and var-nishes.....	4	9	11	1	0	4	29	39	9	3	12	47	108	23	7
627. Patent or proprietary medi-cines and compounds.....	3	11	3	2	3	2	12	4	1	0	1	12	16	4	2
630. Salt.....	5	14	3	0	2	1	13	2	2	1	1	15	4	2	0
702. Fuel briquettes, coal or coke.....	6	22	19	5	1	2	18	13	4	1	13	41	20	3	6
705. Petroleum refining.....	37	134	16	0	17	6	52	25	5	3	8	95	10	7	10
801. Boots and shoes, rubber.....	1	2	1	0	0	0	9	1	1	0	1	11	8	1	0
802. Rubber goods, excluding tires, tubes, boots, and shoes.....	4	14	5	4	4	2	41	15	3	9	13	77	28	2	12
902. Boot and shoe cut stock and findings.....	0	1	0	0	0	0	0	1	0	0	0	15	5	1	0
906. Leather goods not elsewhere classified.....	0	1	2	0	0	1	1	1	0	1	0	2	2	6	0
1002. Cement.....	137	301	53	2	55	57	219	45	3	38	32	231	75	3	20
1004. Clay products, other than pottery.....	24	52	22	2	8	21	157	33	7	17	13	171	56	1	23
1013. Lime.....	6	7	7	0	0	0	10	9	1	0	2	19	11	1	0
1015. Minerals and earths, ground or otherwise.....	45	115	43	4	5	7	105	53	15	3	3	100	82	8	5
1016. Mirrors and other glass prod-ucts.....	0	36	8	1	12	0	7	3	0	31	0	16	4	3	36
1020. Wallboard and plaster, build-ing insulation.....	4	14	7	2	6	0	14	15	3	1	3	25	22	2	4



## APPENDIX VI <sup>1</sup>

### FEDERAL TRADE COMMISSION ACTIVITIES ARISING OUT OF GOVERNMENT PURCHASING

A quite substantial amount of Federal Trade Commission activity relates directly or indirectly to Government purchasing. The type of Trade Commission case in which governmental applicants<sup>2</sup> are decidedly more numerous than in any other type is "restraint of trade" cases under section 5 of the Federal Trade Commission Act. Table XXIII relates solely to this type of case. But the Commission states that, in addition, governments are frequently applicants in matters other than restraint-of-trade proceedings. For example, cities sometimes are applicants in cases involving alleged deception as to quality of commodities bought by them.

In this appendix, "municipal government" includes any agency of such a government, a representative of any such government acting in his official capacity, or an intergovernmental organization representing municipalities. "State Government" includes any agency of such a government or a representative of any such government acting in his official capacity. "Federal Government" means any agency of that Government (including the Federal Trade Commission) or a representative of that Government acting in his official capacity. Applications in which the Trade Commission is acting on its own motion are by no means preponderant among governmental applications; cf. the tabulation on p. 105, above.

TABLE XXIII.—*Distribution, by type of applicant, of three types of Federal Trade Commission activities in "Restraint of trade" cases under sec. 5 of the Commission Act in connection with which the applicants included governments*

[Fiscal years 1938-40]

Type of applicant	Number of investigations instituted				Number of complaints issued				Number of cease-and-desist orders issued			
	1938	1939	1940	1938-40	1938	1939	1940	1938-40	1938	1939	1940	1938-40
Municipal Governments.....	10	8	4	22	2	3	1	6	0	2	2	4
State Governments .....	4	3	0	7	0	0	1	1	0	0	0	0
Federal Government.....	52	14	16	82	4	5	12	21	6	5	3	14
Total.....	66	25	20	111	6	8	14	28	6	7	5	18

Source: Letter, Sept. 11, 1940, from the Secretary of the Federal Trade Commission to an author of this report.

<sup>1</sup> The Federal Trade Commission kindly supplied the information used in this appendix. That in and related to table XXIII was compiled especially for the present report and has not been published elsewhere.

<sup>2</sup> For explanation of applicants, see above, p. 105, footnote 31.

Table XXIII shows, for the respective fiscal years 1938, 1939, and 1940, the number of Trade Commission investigations initiated in each of which the applicant was a government or (if there were two or more applicants) at least one applicant was a government. The table also shows, for the same years, the number of formal complaints<sup>3</sup> issued as a result of investigations thus arising. Moreover, it shows, for the same years, the number of cease-and-desist orders issued pursuant to complaints resulting from investigations thus arising. The figures on the respective three sorts of activity (investigations, complaints, and orders) do not necessarily represent the same aggregation of cases, inasmuch as (1) a complaint is not necessarily issued in the fiscal year in which the investigation leading to it is initiated, and (2) a cease-and-desist order is not necessarily issued in the same fiscal year as is the complaint preceding it.

For avoidance of duplication within the data showing a breakdown of activities by type of governmental applicant, the following arrangement was used by the Federal Trade Commission: Where the Federal Government and also a State or municipal government were applicants, the activity was classified under "Federal Government." Where a State Government and also a municipal Government were applicants, the activity was classified under "State Government."

Concerning the data here presented in table XXIII, the Commission states:

The figures \* \* \* are more nearly a measure of the activity of Federal, State, and municipal agencies in applying to this Commission for corrective action than representative of the Commission's activity in correcting situations which are of interest to these agencies. In fact the figures supplied represent a relatively small part of the total number of restraint-of-trade cases instituted by the Commission involving commodities commonly purchased by governmental establishments.<sup>4</sup>

TABLE XXIV.—*Three types of Federal Trade Commission activities in cases of alleged violation of any statute under Commission jurisdiction, irrespective of type of applicant*

[Fiscal years 1938-40]

Measure	Investigations instituted				Complaints issued				Cease-and-desist orders issued			
	1938	1939	1940	1938-40	1938	1939	1940	1938-40	1938	1939	1940	1938-40
Absolute number.....	1,929	1,600	2,044	5,663	305	370	331	1,006	235	280	282	797
Percentage relationship borne to absolute number in this table, by corresponding number in "Total" line of table XXIII percent..	3	1	1	2	2	2	4	3	3	3	2	2

Source: Letter, Sept. 11, 1940, from the Secretary of the Federal Trade Commission to an author of this report.

<sup>3</sup> Technically, the word "formal" may be omitted, inasmuch as all complaints in Commission proceedings are "formal." The word "formal" is sometimes used, however, to emphasize the difference between a complaint and an application. The latter can be, and is, described as an "informal complaint," although in Commission proceedings there are, from a strict legal standpoint, no complaints other than those issued by the Commission itself.

<sup>4</sup> Letter, Sept. 11, 1940, from the Secretary of the Federal Trade Commission to an author of this report.

In the consideration of table XXIII, some basis of comparison is afforded by table XXIV. But it must be emphasized that the upper line of table XXIV relates to all types of violations of the statutes administered by the Commission, whereas table XXIII is limited to restraint-of-trade cases. Thus for investigations initiated in the fiscal year 1939, 1 percent involved governmental applications concerning alleged restraint of trade; while in that same year, as has been noted above,<sup>5</sup> 25 percent of the restraint-of-trade investigations which were on the Commission's calendar involved applications by governments.<sup>6</sup>

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<sup>5</sup> P 105

<sup>6</sup> Investigations initiated in the year and investigations on the calendar in the year are not identical, inasmuch as the latter includes also investigations carried forward from a preceding year or years. But that fact does not render invalid the comparison made here between that 1 percent and the 25 percent.

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